

Metro | Agenda

Meeting: Metro Policy Advisory Committee (MPAC)
Date: Wednesday, May 12, 2010
Time: 5 to 7 p.m.
Place: Council Chambers

5 PM	1.	<u>CALL TO ORDER</u>	Shane Bemis, Chair
5:02 PM	2.	<u>SELF INTRODUCTIONS & COMMUNICATIONS</u>	Shane Bemis, Chair
5:05 PM	3.	<u>CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS</u>	
5:10 PM	4.	<u>CONSENT AGENDA</u>	Shane Bemis, Chair
	*	Consideration of the MPAC Minutes for April 28, 2010	
5:15 PM	5.	<u>COUNCIL UPDATE</u>	
	*	• HUD Sustainability Communities Planning Grant Program	
	6.	<u>ACTION ITEMS</u>	
5:20 PM	6.1	* Ordinance 10-1238, "For the Purpose of Adopting Urban Reserves and Conforming Amendments to the Regional Framework Plan and the Urban Growth Management Functional Plan" – <u>RECOMMENDATION TO THE METRO COUNCIL REQUESTED</u>	John Williams Dick Benner
	7.	<u>INFORMATION / DISCUSSION ITEMS</u>	
6 PM	7.1	* Status on Final RTP Adoption Package – <u>INFORMATION</u>	Robin McArthur
6:10 PM	7.2	* MPAC Employment Subcommittee Report Addressing Large Industrial Site Demand – <u>INFORMATION / DISCUSSION</u>	Malu Wilkinson Gary Barth, Clackamas Co.
6:35 PM	7.3	Public Investments, Private Development, and Local Aspirations – <u>INFORMATION</u>	Robin McArthur
6:55 PM	8.	<u>MPAC MEMBER COMMUNICATION</u>	
7 PM	9.	<u>ADJOURN</u>	Shane Bemis, Chair

* Material available electronically.

** Materials will be distributed electronically prior to the meeting.

Material provided at meeting.

All material will be available at the meeting.

For agenda and schedule information, call Kelsey Newell at 503-797-1916, e-mail: kelsey.newell@oregonmetro.gov.

To check on closure or cancellations during inclement weather please call 503-797-1700x.



2010 MPAC Tentative Agendas

Tentative as of May 5, 2010

<p><u>MPAC Meeting</u> May 12</p> <ul style="list-style-type: none"> • Ordinance 10-1238, Adopting Urban Reserves (recommendation to council) • MPAC Employment Subcommittee Report (discussion) • Sustainable Communities Planning Grant Program (information) • Public Investments, Private Development, and Local Aspirations (information) • Final Status on RTP package (information) 	<p><u>MPAC Meeting</u> May 26</p> <ul style="list-style-type: none"> • 2035 RTP (recommendation to council) • Performance Evaluation • As needed, Regional Framework Plan/Urban Growth Management Functional Plan Amendments (discussion)
<p><u>MPAC Meeting</u> June 9</p> <ul style="list-style-type: none"> • Community Investment Strategy: 2010 Capacity Ordinance • 2040 Growth Concept Map • As needed, Regional Framework Plan/Urban Growth Management Functional Plan Amendments (information) 	<p><u>MPAC Meeting</u> June 23</p> <ul style="list-style-type: none"> • Impact of local investments and actions on market's ability to use zoned capacity • Envision tool (visualization of investments in local communities) • Community Investment Strategy: 2010 Capacity Ordinance (discussion) • As needed, Regional Framework Plan/Urban Growth Management Functional Plan Amendments
<p><u>MPAC Meeting</u> July 14</p> <ul style="list-style-type: none"> • Employment Toolkit • Climate Prosperity 	<p><u>MPAC Meeting</u> July 28</p>
<p><u>MPAC Meeting</u> August 11</p>	<p><u>MPAC Meeting</u> August 25</p>

<p><u>MPAC Meeting</u> September 8</p> <ul style="list-style-type: none"> • Draft Ordinance to meet 20-year forecasted growth (discussion) <ul style="list-style-type: none"> • Investment Strategy • Actions to meet forecasted growth • Regional Framework Plan/Urban Growth Management Functional Plan amendments 	<p><u>MPAC Meeting</u> September 22</p> <ul style="list-style-type: none"> • Draft Ordinance to meet 20-year forecasted growth (discussion) <ul style="list-style-type: none"> • Investment Strategy • Actions to meet forecasted growth • Regional Framework Plan/Urban Growth Management Functional Plan amendments
<p><u>MPAC Meeting</u> October 13</p> <ul style="list-style-type: none"> • Draft Ordinance to meet 20-year forecasted growth (discussion) <ul style="list-style-type: none"> • Investment Strategy • Actions to meet forecasted growth • Regional Framework Plan/Urban Growth Management Functional Plan amendments 	<p><u>MPAC Meeting</u> October 27</p> <ul style="list-style-type: none"> • Draft Ordinance to meet 20-year forecasted growth (discussion) <ul style="list-style-type: none"> • Investment Strategy • Actions to meet forecasted growth • Regional Framework Plan/Urban Growth Management Functional Plan amendments
<p><u>MPAC Meeting</u> November 10</p> <ul style="list-style-type: none"> • Draft Ordinance to meet 20-year forecasted growth (discussion) <ul style="list-style-type: none"> • Investment Strategy • Actions to meet forecasted growth • Regional Framework Plan/Urban Growth Management Functional Plan amendments 	<p><u>MPAC Meeting</u> November 17</p> <ul style="list-style-type: none"> • Draft Ordinance to meet 20-year forecasted growth (recommendation to council) <ul style="list-style-type: none"> • Investment Strategy • Actions to meet forecasted growth • Regional Framework Plan/Urban Growth Management Functional Plan amendments
<p><u>MPAC Meeting</u> December 15</p>	



METRO POLICY ADVISORY COMMITTEE

April 28, 2010

Metro Regional Center, Council Chambers

MEMBERS PRESENT

Shane Bemis, Chair
Jody Carson
Dennis Doyle
Amanda Fritz
Jack Hoffman
Carl Hosticka
Dick Jones
Charlotte Lehan, Vice Chair
Robert Liberty
Keith Mays
Charlynn Newton
Rod Park
Wilda Parks
Judy Shiprack
Rick VanBeveren
Richard Whitman

AFFILIATION

City of Gresham, representing Multnomah Co. 2nd Largest City
City of West Linn, representing Clackamas Co. Other Cities
City of Beaverton, representing Washington Co. 2nd Largest City
City of Portland
City of Lake Oswego, representing Clackamas Co. Largest City
Metro Council
Clackamas Co. Special Districts
Clackamas Co. Commission
Metro Council
City of Sherwood, representing Washington Co. Other Cities
City of North Plains, City in Washington Co. Outside UGB
Metro Council
Clackamas Co. Citizen
Multnomah Co. Commission
TriMet Board of Directors
Oregon Dept. of Land Conservation & Development

MEMBERS EXCUSED

Sam Adams
Ken Allen
Tom Brian
Pat Campbell
Nathalie Darcy
Alice Norris
Steve Stuart
Mike Weatherby
Jerry Willey
Dilafruz Williams

AFFILIATION

City of Portland
Port of Portland
Washington Co. Commission
City of Vancouver
Washington Co. Citizen
City of Oregon City, representing Clackamas Co. 2nd Largest City
Clark Co., Washington Commission
City of Fairview, representing Multnomah Co. Other Cities
City of Hillsboro, representing Washington Co. Other Cities
Governing Body of School Districts

ALTERNATES PRESENT

Paul Manson
Aron Carleson
Doug Neeley

AFFILIATION

Multnomah Co. Citizen
City of Hillsboro, representing Washington Co. 2nd Largest City
City of Oregon City, representing Clackamas Co. Largest City

STAFF: Richard Benner, Alison Kean Campbell, Councilor Carlotta Collette, Robin McArthur, Kelsey Newell, Ken Ray, Sheena VanLeuven, John Williams

1. CALL TO ORDER AND DECLARATION OF A QUORUM

Chair Shane Bemis declared a quorum and called the meeting to order at 5:06 p.m.

2. SELF INTRODUCTIONS AND COMMUNICATIONS

All attendees introduced themselves.

3. CITIZEN COMMUNICATIONS ON NON-AGENDA ITEMS

There were none.

4. CONSENT AGENDA

Consideration of the MPAC Minutes for April 14, 2010

Consideration of the Minutes of the JPACT/MPAC Workshop for April 2, 2010

Councilor Doug Neeley requested that the April 2, 2010 Workshop minutes be amended to reflect that Mayor Alice Norris is an MPAC member, not an alternate.

MOTION: Mayor Keith Mays moved, and Mayor Denny Doyle seconded, to approve the consent agenda as amended.

ACTION TAKEN: With all in favor, the motion passed.

5. COUNCIL UPDATE

Councilor Carl Hosticka stated that the Land Conservation and Development Commission has recently amended its 2008 rules on urban and rural reserves. He invited Mr. Richard Whitman to brief the committee on these changes.

Mr. Whitman spoke about changes to LCDC's rules on Urban and Rural reserves, noting that the changes are only adjustments to the 2008 rules and do not alter the intent of the original rules, which was to put limitations in place that ensure that land brought into the urban growth boundary is efficiently urbanized. Mr. Whitman described the specific changes made to the rules and the reasoning behind them.

Committee discussion included:

- The importance of monitoring what happens to rural reserves over time to see whether the intent of the LCDC rules is followed;
- What prompted LCDC to amend the rules; and
- How non-permanent land uses are addressed in the rules

Mr. Whitman noted that he will work on producing a fact sheet for the committee to clarify the LCDC rules.

6. INFORMATION/ DISCUSSION ITEMS

6.1 **Adopting Urban Reserves and Conforming Amendments to the Regional Framework Plan and the Urban Growth Management Functional Plan, Ordinance 10-1238**

Mr. Richard Benner of Metro discussed Ordinance 10-1238, amending the Regional Framework Plan and Title 11 of the Urban Growth Management Functional Plan, as well as repealing Title 5. The primary change to Title 11 is that now concept planning will be conducted prior to land being incorporated into the urban growth boundary, rather than following the current procedure of doing concept planning after land is incorporated.

Mr. Benner addressed the five main issues with regard to changes to Title 11:

- The legal status of concept plans;
- The level of detail of a concept plan;
- The procedure if jurisdictions cannot agree on a concept plan;
- The timing of concept planning; and
- The details of the annexation requirement for land to be urbanized, specifically regarding voter-approved annexation.

Mr. Benner invited a representative from the Westside Economic Alliance [*presenter name not recorded*], Ms. Julia Hajduk, Planning Manager for the City of Sherwood, and Mr. Brent Curtis, Planning Manager for Washington County, to briefly address the issue of annexation.

Committee discussion included:

- The provision that Metro complete concept planning where local jurisdictions do not agree on a concept plan, specifically:
 - A situation where Metro had to complete the concept planning could pave the way to urbanize an area with nobody willing to govern it;
 - What the timeframe would be for jurisdictions to complete concept planning before Metro would step in and complete the process;
 - Metro may not be the right entity to complete concept plans because it does not provide infrastructure and is not knowledgeable about the details that must be included in a concept plan;
 - Whether a Metro-completed concept plan is better than no concept plan
 - The question of what Metro would gain from completing a concept plan
 - The idea that if a jurisdiction does not want to provide services, it should illustrate how it will increase the capacity of existing urbanized areas
- Whether land should be annexed before being urbanized, specifically:
 - Concern that voter-annexation clauses could thwart necessary urbanization if voters do not approve annexing urban reserves

- o The problem of non-contiguous lands being urbanized

Vice Chair Charlotte Lehan asked for committee direction on whether Title 11 should require that cities be the main governance providers for land brought into the urban growth boundary, with the majority of committee members responding “yes”.

Vice Chair Lehan then asked for committee direction on whether Title 11 should provide that Metro complete concept planning where local jurisdictions cannot agree upon a concept plan, with the majority of committee members responding “no”.

Lastly, she raised the question of whether the issue of voter-approved annexation should be addressed in Title 11 for future consideration.

7. MPAC MEMBER COMMUNICATIONS

Vice Chair Lehan announced that Andres Duany, co-founder of the Congress for the New Urbanism, will be speaking at Metro-sponsored events May 12-14.

Mr. Rick VanBeveren notified the committee that Neil McFarlane has been approved as the next General Manager of TriMet.

8. ADJOURN

Vice Chair Charlotte Lehan adjourned the meeting at 7:02 p.m.

Respectfully submitted,



Recording Secretary

ATTACHMENTS TO THE PUBLIC RECORD FOR APRIL 28, 2010:

The following have been included as part of the official public record:

ITEM	DOCUMENT TYPE	DOC DATE	DOCUMENT DESCRIPTION	DOCUMENT No.
7	Flyer	04/2010	Andres Duany Presentations May 12-14	042810m-01

HUD Sustainability Planning Grant – Preliminary – For Discussion Purposes Only

There is a change afoot in our federal government. A new recognition of the importance of large urban regions has resulted in the circulation of new policy ideas and the creation of new institutional structures.

In the most important development to date, the US Departments of Housing and Urban Development (HUD) and Transportation (DOT) and the Environmental Protection Agency (EPA) have come together to form The Partnership for Sustainable Communities. The Partnership has launched a major new effort, the Sustainable Communities Initiative (SCI), and adopted the following Livability Principles:

- Transportation choice
- Equitable, affordable housing
- Enhanced economic competitiveness
- Support for existing communities
- Coordinated policies, leveraged investments
- Healthy, safe and walkable neighborhoods for all

These principles mirror the values that underlie the Portland region’s nationally recognized long-range plan, the 2040 Growth Concept¹, and bear a remarkable resemblance to a list of characteristics of great communities that was adopted by the region in 2008:

1. People live and work in vibrant communities where they can choose to walk for pleasure and to meet their everyday needs.
2. Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
3. People have safe and reliable transportation choices that enhance their quality of life.
4. The region is a leader in minimizing contributions to global warming.
5. Current and future generations enjoy clean air, clean water and healthy ecosystems.
6. The benefits and burdens of growth and change are distributed equitably.

The Portland metropolitan region is a national leader in land use and transportation planning, responsible resource use and climate protection policy. One of the Portland region’s key assets is its unique elected regional government, Metro, which has been chartered by residents to undertake “planning and policy making to preserve and enhance the quality of life and the environment for ourselves and future generations.” By most traditional livability measures, Metro’s efforts have helped the region to consistently be ranked as one of the most livable places in the nation. Yet we also know that this exceptional quality of life is not shared by all who live in our region, especially low-income communities and communities of color.²

Our region’s reputation and practice of multi-disciplinary planning uniquely position us to realize the potential of HUD’s Sustainable Communities Planning Grant Program³, an important initiative of the SCI. This path-breaking federal effort provides an opportunity for the region to build on our

¹ The 2040 Growth Concept constitutes what the HUD SCI NOFA refers to as a “Regional Plan for Sustainable Development.”

² Coalition for a Livable Future, 2007, *The Regional Equity Atlas*.

³ Stockton Williams (HUD) consistently refers to “SCI Planning Grant NOFA”, implying emphasis on planning; the NOFA itself refers to the “Sustainable Communities Planning Grant Program.”

success in land use and livability policy by creating new partnerships and policies that promote equity⁴ and opportunity⁵ for all regional residents.

Metro has proposed a framework for a collaborative regional SCI grant proposal to enhance and implement elements of the 2040 Growth Concept as informed by the Livability Principles. The framework is being reviewed and discussed by public, private and nonprofit sector partners in advance of the release of HUD's SCI Notice of Funding Availability (NOFA) in May.

The proposed framework supports implementation of the 2040 Growth Concept through the development of a comprehensive strategy for investing in communities throughout the region. It then builds on models currently in place for integrated transportation, land use and environmental planning to focus on development of a comprehensive regional housing affordability strategy that will help implement the 2040 Growth Concept, and to fully integrate the housing strategy and enhanced regional indicators for social equity into the investment strategy. Finally, the framework builds on work already under way to develop comprehensive, inclusive measures of the outcomes associated with livability policies and investments and creates the opportunity to put our strategies to the test with a "proof of concept" demonstration site.

The Portland regional SCI grant concept has four primary elements, discussed in more detail below:

- **Community Investment Strategy** – *The investment strategy will build upon the extensive planning framework of the 2040 Growth Concept. One key objective is to focus public resources on the types of investments that will most effectively leverage the private investment necessary to fully realize the aspirations throughout the region to create complete communities. Such investments will vary from place to place but are likely to include targeted development of lively mixed-use, mixed-income downtowns and main streets/corridors linked to multi-modal transportation investments and investments to improve the economic prosperity of the region.*
- **Housing Affordability Strategy** – *With the leadership of regional housing development partners, including housing authorities, non-profit development corporations and for-profit builders, this grant will develop a strategic plan to coordinate access to affordable housing, jobs and workforce training, high capacity public transportation and other critical public services and facilities for the Metro region and integrate this strategy into the overall Community Investment Strategy.*
- **Performance Measures** – *With community based partners, this grant will develop metrics for affordable housing, social equity and public investment. This work will be coordinated with and integrated into the Regional Indicators project that is already under way at PSU and the community-based Regional Equity Atlas, and will be used to help prioritize investments and to track progress of implementation.*
- **Capital Project** – *This grant will develop one or more concepts for use of capital funding (including consultants, predevelopment, feasibility analysis) for a program or place-based demonstration to test and advance implementation of the Community Investment Strategy and Housing Affordability Strategy and to pilot projects that serve as a "Proof of Concept."*

⁴ Benefits of livability policies are shared and the burdens are not disproportionately borne by low income residents and communities of color

⁵ Low income families and communities of color have improved success in achieving well being (education, health, economic prosperity)

Introduction and Overview

In 1973, Oregon adopted a land use planning system that established an integrated approach to managing growth in communities statewide. In 1995, the Portland region adopted the 2040 Growth Concept and has been successfully implementing an integrated transportation, land use and environmental strategy. As a result, regional indicators of urban form, transportation performance, protection and restoration of natural resources, preservation of farmland and reduction of air pollution and greenhouse gas emissions show substantial differences from the prevailing metropolitan trend nationwide.

However, developing a great plan and describing desired outcomes are only the first steps. In order to achieve our aspirations, we need new tools for investing in our communities in ways that will accommodate expected growth, create the jobs needed to support a growing population, and protect our quality of life. In a climate of limited resources, the region needs to develop an integrated regional investment strategy rather than continuing with the ad hoc and opportunistic approach employed to date. The intent will be to integrate current and prospective local, regional, state and federal funding sources with an eye toward leveraging the desired private investment.

In addition, we need to better integrate social equity into decisions and actions taken at both the local and regional level to implement the region's long-range plan. As part of this effort, we need to develop a strategic plan for addressing housing affordability through public, private non-profit and market-based solutions that are aligned with the regional 2040 Growth Concept. In addition, we need to develop a governance structure to guide the Community Investment Strategy that results in social equity outcomes commensurate with the outcomes Metro has achieved in integrated transportation, land use and environmental planning.

Finally, in response to a state legislative mandate, the region has conducted a comprehensive inventory of greenhouse gas emissions and begun developing and implementing a strategy for reducing transportation-related emissions.

The proposed framework to present in the grant application is as follows:

- The 2040 Growth Concept, an integrated vision for the region that constitutes for our region what the HUD grant solicitation refers to as a Regional Plan for Sustainable Development
- A comprehensive strategy to implement the 2040 Growth Concept through a sustained program of targeted federal, state, regional and local investments (which will be expanded as a significant focus of this grant)
- A series of functional strategies and plans that have been developed to implement the 2040 Growth Concept, some of which have been very successful and some of which are incomplete, including:
 - a. Integration of land use and transportation
 - b. Protection and enhancement of regionally significant fish and wildlife habitat
 - c. Ensuring housing affordability and integrating housing-related policies with land use and transportation decision-making (which will be a significant focus of this grant)
 - d. Integration of health impact assessment into regional and local land use and transportation decision-making (under development)
 - e. Coordinated delivery of domestic water supply (through the Regional Water Supply Consortium)
 - f. Reduction of air pollution, air toxics and greenhouse gases (to be refined through the HB 2001 work program)
 - g. Development of a regional energy strategy (future initiative)

- h. Development of a regional economic development strategy (under development through the Regional Partners for Economic Development and Greenlight Greater Portland)
- Publication of Regional Indicators to integrate metrics of the region's economic, environmental and social well-being through the Institute for Metropolitan Studies (which will be expanded through this grant)

DRAFT

HUD SCI NOFA Proposal Activities (detail)

1. Community Investment Strategy

Metro has prioritized its work program to develop and implement an integrated investment strategy that will align and leverage local, regional, state and federal investments to achieve the 2040 Growth Concept. This investment strategy will advance the extensive planning and regulatory framework that sets a regional direction through, among other innovative policies, 50-year Urban Reserves for future expansion of the urban growth boundary, 50-year Rural Reserves to prevent urban growth boundary expansion into important farm, forest and natural areas, and regional and local plans that establish aspirations for targeted development of mixed-use, mixed-income downtowns and main streets/corridors linked to key multi-modal transportation investments. The intent of this strategy is to focus public resources on the types of investments that will most effectively leverage the private investment necessary to fully realize these community aspirations.

Funding from this grant will:

- a. Facilitate a more fully developed outreach program to identify investments that most effectively implement local and regional aspirations and incorporate new policy goals related to housing, transportation access, energy efficiency and greenhouse gas reduction and health impact. Significantly, a governance structure will be established that will ensure that investment decisions address social equity across the region to maximize benefits and minimize burdens to low-income communities and communities of color and specifically incorporate strategic investments in housing affordability. This expanded scope made possible through this grant will serve as a model for implementing the Livability Principles established by the SCI.
- b. Integrate actions developed through the Housing Affordability Strategy into the Community Investment Strategy to more equitably bring affordable housing to parts of the region where jobs, services and public facilities are readily available and to bring more jobs, services and public facilities to parts of the region with significant concentrations of low income households.
- c. Define a set of project priorities for funding through local, regional, state and federal sources that integrate local aspirations with the regional vision. Project elements could include affordable housing and other community development projects like district heating, community centers and day care centers; traditional infrastructure such as roads, sewer, water, transit and bike facilities; a focus on redevelopment including land assembly, brownfield clean-up, demolition, plazas and other gathering places, streetscape improvements, green streets and structured parking; and preparation of shovel-ready industrial sites including sewer, water and road infrastructure.
- d. Consider implementing pilot projects to demonstrate “proof of concept” as described in (4) below.
- e. Develop an overall regional funding strategy to implement the project priorities. Funding elements include coordination of targeted state and federal assistance, extended use of urban renewal and tax abatement programs and identification of new funding measures for consideration by the voters.
- f. Identify potential implementation grant proposals for future HUD, DOT or EPA grant solicitations.
- g. Recommend policy and institutional changes that support implementation including changes to HUD, DOT and EPA administrative guidelines to more effectively implement the Livability Principles and the regional vision. Examples include:

- Eligibility for use of FHWA and FTA grant programs;
 - Application of Section 8 housing vouchers in a regional setting;
 - Potential changes to HUD CDBG and EPA brownfields programs;
 - Coordination of affordable housing, transportation and workforce training programs.
- h. Work program elements supported by this grant include:
- Metro staff and consultant support for development of the program and outreach to local governments and the public.
 - Pass-through funding to local governments or other project partners to assist in development of the program.
 - Development of strategies and investment actions to achieve each of the region's six desired outcomes.
 - Identification of potential pilot projects to be developed through the Capital Projects element of this grant described in (4) below.
 - Development of metrics to evaluate the success of planned investments in helping the region achieve its six desired outcomes.
- i. Budget – To be determined based upon scope. As a placeholder, assume approximately \$1.5 million HUD grant matched by \$375,000 local match in Metro's proposed FY '10/'11 budget.
- j. Timeframe – July 1, 2010 to December 31, 2011 (18 months).
- k. Lead staff responsibility – Andy Shaw, Maria Ellis
- l. Potential Partnerships – NPCC, community based CDFI, POSI, foundations, business associations, City and County Governments

2. **Housing Affordability Strategy**

The public, private and non-profit housing providers in the four-county Metro region have collaborated in many ways over many years to achieve a great deal of success and have recognized the greater opportunities that would be available through more strategic collaboration with other service providers.

Funding from this grant will:

- a. Facilitate an initiative with housing authorities, non-profit development corporations and for-profit builders to develop a strategic plan to coordinate access to affordable housing with jobs, workforce training, high capacity public transportation and other critical public services and facilities for the Metro region. This initiative will utilize information on current and projected areas of cost-burdened households, jobs/employment centers, workforce training locations and public infrastructure investments to evaluate the geographic implications of access and affordability. This "opportunity mapping" will provide the basis for a strategy that can more equitably bring affordable housing to parts of the region where jobs, services and public facilities are readily available, and bring more jobs, services and public facilities to parts of the region with significant concentrations of low-income households. The overall strategy will be comprehensive, dealing with a broad range of household types and incomes, evaluating publicly subsidized and market-based housing approaches, and integrating housing affordability with transportation and household utility costs.
- b. Develop a model to assure ongoing coordination of housing affordability interests and their integration with regional planning and other services that support on-going implementation of the 2040 Growth Concept.
- c. Develop specific project funding recommendations for the Community Investment Strategy that integrate housing affordability and social equity considerations.

- d. Expand and build upon the scope of work to update the Consolidated Plans of the four major Housing Authorities to allow for a coordinated regional update process and strategic alignment of plans.
- e. Through the analysis described in (a) above, identify key outcomes that will be used to evaluate success of Housing Affordability Strategy for inclusion in the broader Regional Indicators project described in (3) below.
- f. Based on the “opportunity mapping” described above, consider implementing pilot projects to demonstrate “proof of concept” as described in (4) below.
- g. Funding from this grant will support:
 - Housing partner staff support to participate in the development of a strategic plan.
 - Staff or consultant support to convene, lead and organize the partners in the development of the strategic plan and follow through on implementation of recommended policy changes.
 - Identification of potential pilot projects to be developed through Capital Projects element of this grant described in (4) below.
 - Staff or consultant support to identify project needs and performance metrics.
- h. Budget – To be determined based upon scope. As a placeholder, assume approximately \$1 million HUD grant matched by \$250,000 local match in Metro’s proposed FY ‘10/’11 budget.
- i. Timeframe – July 1, 2010 to December 31, 2011 (18 months).
- j. Lead staff responsibility – National Policy Consensus Center, Kate Allen, Chris Deffebach
- k. Potential Partnerships – Consortia of Housing Authorities; Oregon ON; HOCC; WorkSystems, Inc.

3. Performance Measures and Targets

Under the leadership of the PSU Institute for Metropolitan Studies, the region has initiated the development of regional indicators to measure performance in achieving the region’s desired outcomes across a broad regional report card on Economic Opportunity, Education, Culture, Civic Engagement, Well-Being, Access and Mobility, Quality Housing and Communities and Healthy Natural Environment.

Funding from this grant will:

- a. Support a contract with the PSU Institute for Metropolitan Studies to develop metrics for affordable housing, social equity and public investment to integrate with the Regional Indicators project. This work will build on Metro’s assessment of households that are cost-burdened by combined housing and transportation costs, the PSU Social Equity and Opportunity Forum Social Bottom Line Project and the Coalition for a Livable Future’s Equity Atlas Project.
- b. Assist the Community Investment Strategy work program to develop metrics to prioritize investments, particularly metrics that incorporate social equity, and to track progress of implementation.
- c. Assist the Housing Affordability work program to develop metrics to support the needs assessment and track progress of implementation.
- d. Funding from this grant will support:
 - Contracting with the Regional Indicators Project at PSU to develop, map, and measure indicators for affordable housing, social equity and their relationship to public investments;
 - Integration of these measures into the broader regional report card.
- e. Proposed budget – To be determined based upon scope. As a placeholder, assume \$500,000 matched by \$125,000 local match in Metro’s proposed FY ‘10/’11 budget.

- f. Timeframe – July 1, 2010 to June 30, 2011 (1 year).
- g. Lead staff responsibility – Rita Conrad
- h. Potential Partnerships – PSU Institute for Metropolitan Studies; CLF; COCC

4. Capital Projects

- a. Consider including in the budget an element for a capital grant to demonstrate and advance the Community Investment Strategy and Housing Affordability Strategy and to develop or implement pilot projects that serve as a “Proof of Concept.” Possibilities include:
 - A program to be developed and implemented by the four regional housing authorities upon award of the grant that expands the current Section 8 rent assistance program to target individuals in workforce training programs with assistance in securing housing in transit served neighborhoods. The program will allow for coordination between housing authorities.
 - Development or implementation of projects identified through the “opportunity mapping” conducted as part of the Housing Affordability Strategy in order to more equitably bring affordable housing to parts of the region where jobs, services and public facilities are readily available and/or to bring more jobs, services and public facilities to parts of the region with significant concentrations of low income households.
 - Supplement the Metro Transit Oriented Development (TOD) program to fund affordable housing TOD projects. Note: the current Metro TOD projects are funded with transportation funds and are not eligible to be used for an affordable housing element.
 - Identification of a specific light rail transit (LRT) corridor, such as the upcoming Portland to Milwaukie LRT or the recently opened Green Line to the Clackamas Regional Center, to develop a comprehensive station area development strategy as a focus for the broader investment and housing affordability strategy.
 - Development of a sustainable energy project that helps reduce the cost burden to households for utilities.
 - Fund infrastructure necessary to support TOD and affordable housing in an existing station area.
- b. Funding from this grant will support:
 - Project development, NEPA compliance and permitting;
 - Project implementation;
 - Project evaluation to document the “Proof of Concept.”
- c. Proposed budget – To be determined based upon scope. As a placeholder, assume \$2,000,000 matched by \$500,000 local match provided by the capital project sponsor.
- d. Timeframe – July 1, 2010 to June 30, 2013 (3 years).
- e. Lead staff responsibility – Jillian Detweiller, Chris Yake
- f. Potential Partnerships – (various depending on projects)

GRANT ADMINISTRATION AND OTHER QUESTIONS

1. Policy and Oversight

- a. The management and oversight of the grant will be carried out jointly by the co-applicants _____ to ensure completion of deliverables and compliance with grant requirements.
- b. A Memorandum of Understanding will be developed between Councils, Commissions and Boards that are expected to participate in the process and will have an aspect of implementation responsibility for the results.
- c. A policy steering committee with appointments from participating jurisdictions, agencies and non-government organizations will be established to oversee the Community Investment Strategy process and develop recommendations to be implemented through the participating organizations.
- d. A second policy steering committee with appointments from participating housing agencies, non-profit organizations and for-profit builders will be established to oversee the Housing Affordability Strategy. Specific linkages between the Community Investment Strategy policy group and the Housing Affordability Strategy policy group will be established.
- e. Proposed budget – To be determined based upon scope.
- f. Timeframe – July 1, 2010 to June 30, 2013 (3 years).
- g. Lead staff responsibility –
- h. Potential Partnerships – (various depending on projects)

2. Outreach and Engagement

- a. Coalition for a Livable Future will manage outreach to community-based interest groups.
- b. _____ [business group] will manage outreach to the business community.
- c. Metro, in cooperation with local governments, will manage outreach to the general public.
- d. Proposed budget – To be determined based upon scope.
- g. Timeframe – July 1, 2010 to June 30, 2013 (3 years).
- h. Lead staff responsibility –
- i. Potential Partnerships – (various depending on projects)

3. Local Match Issues and Options

- \$1.5 million for Regional Community Investment Strategy could be matched by Metro's proposed budget, providing the needed \$375,000 local match.
- \$1.0 million for Affordable Housing Strategy would require a \$250,000 local match and could be matched by Metro's proposed budget or could be matched by co-sponsoring housing agencies.
- \$500,000 for Performance Measures would require a \$125,000 local match and could be matched by Metro's proposed budget or could be matched by co-sponsors.
- \$2.0 million capital project would require a \$500,000 local match and would need to be sponsored by the recipient agency.
- Metro match could only be provided as soft match or by using the grant to fund elements of Metro's existing budgeted work plan, thereby freeing up local match.
- Match commitments need to be firmed up as part of the grant application.

4. Potential Partnership Roles

- Co-applicant, co-manager of the grant
- Pass-through recipient for an element of the work plan
- Participant in the process through an advisory committee
- Letter of support

MPAC Worksheet

Agenda Item Title (include ordinance or resolution number and title if applicable):

Adopting Urban Reserves and Conforming Amendments to the Regional Framework Plan and the Urban Growth Management Functional Plan, Ordinance 10-1238

Presenter: Dick Benner, John Williams

Contact for this worksheet/presentation: Sherry Oeser

Council Liaison Sponsor: Councilor Kathryn Harrington

Purpose of this item (check no more than 2):

Information _____

Update _____

Discussion _____

Action X

MPAC Target Meeting Date: May 12

Amount of time needed for:

Presentation 10 min

Discussion 30 min

Purpose/Objective (what do you expect to accomplish by having the item on *this meeting's* agenda):

(e.g. to discuss policy issues identified to date and provide direction to staff on these issues)

This item has been scheduled on the May 12 agenda in order to meet the planned timelines for adoption of urban and rural reserves and submittal to the state as described below.

Action Requested/Outcome (What action do you want MPAC to take at *this meeting*? State the *policy* questions that need to be answered.)

On May 12 MPAC will make a recommendation to the Metro Council on the ordinance adopting urban reserves and accompanying amendments to the Regional Framework Plan and Urban Growth Management Functional Plan.

Background and context:

On February 25, 2010, the Metro Council adopted Resolution 10-4126 approving three Intergovernmental Agreements (IGAs) between Metro and Clackamas, Multnomah and Washington counties to designate urban and rural reserves. The next step in the reserves process is for Metro to formally designate urban reserves and for the counties to adopt rural reserves pursuant to the adopted IGAs. Formal designation of reserves by Metro and the counties will include adoption of policy language agreed to in the IGAs.

Ordinance 10-1238 changes the Regional Framework Plan policies on urban and rural reserves, amends Title 11 of the Urban Growth Management Functional Plan (UGMFP) on Planning for New Urban Areas, repeals UGMFP Title 5 on Neighbor Cities and Rural Reserves, changes the 2040 Growth Concept map to show urban and rural reserves, and adopts Findings of Fact that have been agreed to by Metro and the three counties.

The changes to the Regional Framework Plan contain provisions agreed to and included in the IGAs. The major change to the Urban Growth Management Functional Plan, which implements the Framework Plan policies, is the requirement for concept planning prior to an area being added to the Urban Growth Boundary (UGB). Currently, the Metro Council adds land to the UGB and then concept planning occurs.

What has changed since MPAC last considered this issue/item?

MPAC reviewed and discussed proposed changes to the applicable sections of the Urban Growth Management Functional Plan at their meeting of April 28, 2010. This direction has been incorporated into the attached documents.

What packet material do you plan to include? (must be provided 8-days prior to the actual meeting for distribution)

- Ordinance 10-1238 Adopting Urban Reserves
- Urban and Rural Reserve Map
- Amendments to Regional Framework Plan Urban and Rural Reserve Policies
- Amendments to Neighbor Cities and Rural Reserves, Title 5 of the Urban Growth Management Functional Plan
- Amendments to Planning for New Urban Areas, Title 11 of the Urban Growth Management Functional Plan

What is the schedule for future consideration of item (include MTAC, TPAC, JPACT and Council as appropriate):

MPAC is scheduled to make a recommendation to the Metro Council on May 12. The three counties are scheduled to take action on Rural Reserves during May. The Metro Council will hold a hearing on the ordinance on May 20 and take action on June 3. The Oregon Department of Land Conservation and Development staff has indicated that this schedule could lead to acknowledgement by the Land Conservation and Development Commission this fall in time for the Metro Council's growth management decision in December 2010.

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF ADOPTING URBAN) Ordinance No. 10-1238
RESERVES AND CONFORMING AMENDMENTS)
TO THE REGIONAL FRAMEWORK PLAN AND) Introduced by Chief Operating Officer
THE URBAN GROWTH MANAGEMENT) Michael Jordan with the Concurrence of
FUNCTIONAL PLAN) Council President David Bragdon

WHEREAS, Metro and Multnomah, Washington and Clackamas Counties (“the four governments”) have declared their mutual interest in long-term planning for three-county area for which they share land use planning authority in order to ensure the development of great communities within the urban growth boundary surrounded by prosperous farms, ranches, woodlots, forests, and natural resources and landscapes; and

WHEREAS, the 2007 Oregon Legislature enacted Senate Bill 1011, codified at ORS 195.137 to 195.145 (“the statute”), at the request of the four governments and many other local governments and organizations in the region and state agencies, to establish a new method to accomplish the goals of the four governments through long-term planning; and

WHEREAS, the statute authorizes the four local governments to designate Urban Reserves and Rural Reserves to accomplish the purposes of the statute, which are consistent with the goals of the four governments; and

WHEREAS, the Land Conservation and Development Commission (“LCDC”) adopted rules to implement the statute on January 25, 2008, as directed by the statute; and

WHEREAS, the statute and rules require the four governments to work together in their joint effort to designate reserves and to enter into formal agreements among them to designate reserves in a coordinated and concurrent process prior to adoption of ordinances adopting reserves; and

WHEREAS, the statute and the rules set forth certain factors to be considered in the designation of reserves, and elements to be included in ordinances adopting reserves; and

WHEREAS, the Metro Council has entered into an intergovernmental agreement with each of the Boards of Commissioners of Clackamas, Multnomah and Washington Counties to designate certain lands in each of the counties as Urban Reserves and other lands as Rural Reserves; and

WHEREAS, Metro conducted workshops and hearings across the region and sought the advice of the Metro Policy Advisory Committee (“MPAC”) prior to entering into intergovernmental agreements with the three counties; and

WHEREAS, MPAC recommended adoption by the Metro Council of the Urban Reserves; and

WHEREAS, Metro held a public hearing on the Urban Reserves and Rural Reserves recommended in the intergovernmental agreements on May 20, 2010; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The areas shown as “Urban Reserves” on Map Exhibit A, attached and incorporated into this ordinance, are hereby designated Urban Reserves under ORS 195.141 and OAR 660 Division 27.
2. The areas shown as “Rural Reserves” on Exhibit A are the Rural Reserves adopted by Clackamas, Multnomah and Washington Counties and are hereby made subject to the policies added to the Regional Framework Plan by Exhibit B of this ordinance.
3. The Regional Framework Plan is hereby amended, as indicated in Exhibit B, attached and incorporated into this ordinance, to adopt policies to implement Urban Reserves and Rural Reserves pursuant to the intergovernmental agreements between Metro and Clackamas, Multnomah and Washington Counties and ORS 195.141 to 195.143.
4. Title 5 (Neighbor Cities and Rural Reserves) of the Urban Growth Management Functional Plan (UGMFP) is hereby repealed as indicated in Exhibit C, attached to this ordinance.
5. Title 11 (Planning for New Urban Areas) of the UGMFP is hereby amended, as indicated in Exhibit D, attached and incorporated into this ordinance, to implement provisions of the intergovernmental agreements between Metro and Clackamas, Multnomah and Washington Counties and ORS 195.141 to 195.143.
6. The Findings of Fact and Conclusions of Law in Exhibit E, attached and incorporated into this ordinance, explain how the actions taken by the Council in this ordinance comply with the Regional Framework Plan and state law.

ADOPTED by the Metro Council this 3rd day of June, 2010.

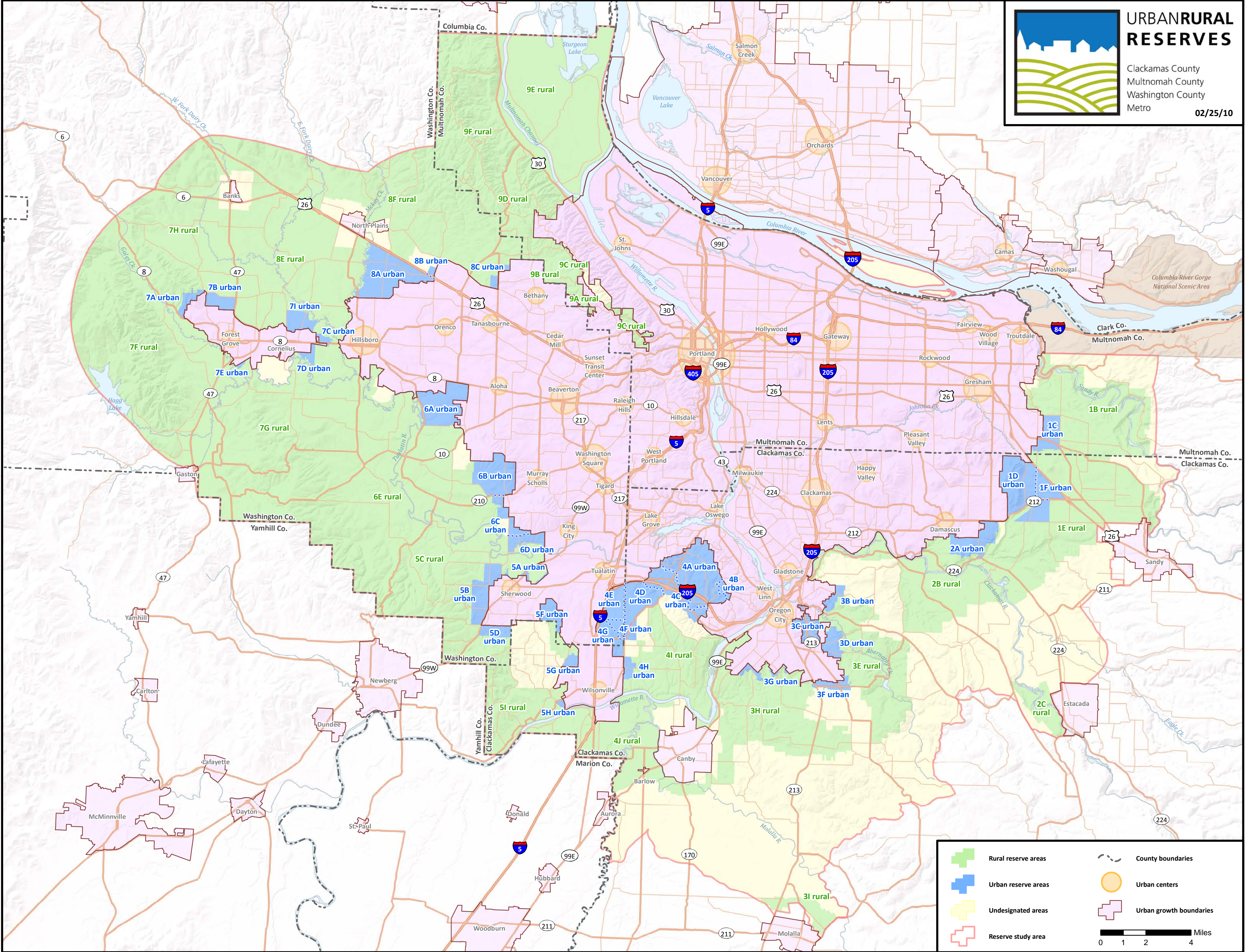
David Bragdon, Council President









Attest:

Approved as to form:

_____, Recording Secretary

Daniel B. Cooper, Metro Attorney



	Rural reserve areas		County boundaries
	Urban reserve areas		Urban centers
	Undesignated areas		Urban growth boundaries
	Reserve study area	 Miles 0 1 2 4	

DRAFT

3/24/10

Exhibit B to Ordinance No. 10-1238

REGIONAL FRAMEWORK PLAN

Policy 1.7 Urban and Rural Reserves

It is the policy of the Metro Council to:

- 1.7.1 Establish a system of urban reserves, sufficient to accommodate long-term growth, that identifies land outside the UGB suitable for urbanization in a manner consistent with this Regional Framework Plan.
- 1.7.2 Collaborate with Multnomah, Clackamas and Washington Counties and Neighbor Cities to establish a system of rural reserves to protect agricultural land, forest land and natural landscape features that help define appropriate natural boundaries to urbanization, and to keep a separation from Neighbor Cities to protect their identities and aspirations.
- 1.7.3 Designate as urban reserves, with a supply of land to accommodate population and employment growth to the year 2060, those lands identified as urban reserves on the Urban and Rural Reserves Map in Title 14 of the Urban Growth Management Functional Plan.
- 1.7.4 Protect those lands designated as rural reserves on the Urban and Rural Reserves Map in Title 14 of the Urban Growth Management Functional Plan from addition to the UGB and from re-designation as urban reserves at least until the year 2060.
- 1.7.5 In conjunction with the appropriate county, cities and service districts, develop concept plans for urban reserves prior to their addition to the UGB to:
 - a. Help achieve livable communities.
 - b. Identify the city or cities that will likely annex the area after it is added to the UGB.
 - c. Identify the city or cities or the service districts that will likely provide services to the area after it is added to the UGB.
 - d. Determine the general urban land uses and prospective components of the regional system of parks, natural areas, open spaces, fish and wildlife habitats, trails and greenways.
- 1.7.6 Twenty years after the initial designation of the reserves, in conjunction with Clackamas, Multnomah and Washington Counties, review the designated urban and rural reserves for effectiveness, sufficiency and appropriateness.

Policy 1.9 Urban Growth Boundary

It is the policy of the Metro Council to:

- 1.9.1 Establish and maintain an urban growth boundary to limit urbanization of rural land and facilitate the development of a compact urban form.
- 1.9.2 Consider expansion of the UGB only after having taken all reasonable measures to use land within the UGB efficiently.
- 1.9.3 Expand the UGB, when necessary, from land designated Urban Reserves unless they cannot reasonably accommodate the demonstrated need to expand.
- 1.9.4 Not to expand the UGB onto lands designated Rural Reserves at least until the year 2060.
- 1.9.5 Consult appropriate Neighbor Cities prior to addition of land to the UGB in their vicinity.
- 1.9.6 Add land to the UGB only after concept planning has been completed for the land by the responsible local governments in collaboration with Metro unless participants cannot agree on the plan.
- 1.9.7 Provide the following procedures for expansion of the UGB:
 - a. A process for minor revisions
 - b. A complete and comprehensive process associated with the analysis of the capacity of the UGB required periodically of Metro by state planning laws
 - c. A process available for expansion to accommodate non-residential needs between the state-required capacity analyses
 - d. An accelerated process for addition of land to accommodate an immediate need for industrial capacity.
- 1.9.8 Use natural or built features, whenever practical, to ensure a clear transition from rural to urban land use.
- 1.9.9 Ensure that expansion of the UGB enhances the roles of Centers, Corridors and Main Streets.
- 1.9.10 Determine whether the types, mix and wages of existing and potential jobs within subareas justifies an expansion in a particular area.
- 1.9.11 Conduct an inventory of significant fish and wildlife habitat that would be affected by addition of land, and consider the effects of urbanization of the land on the habitat and measures to reduce adverse effects, prior to a decision on the proposed addition.

1.9.12 Use the choice of land to include within the UGB as an opportunity to seek agreement with landowners to devote a portion of residential capacity to needed workforce housing as determined by the Urban Growth Report adopted as part of the UGB expansion process.

1.9.13 Prepare a report on the effect of the proposed amendment on existing residential neighborhoods prior to approving any amendment or amendments of the urban growth boundary in excess of 100 acres and send the report to all households within one mile of the proposed UGB amendment area and to all cities and counties within the district. The report shall address:

- a. Traffic patterns and any resulting increase in traffic congestion, commute times and air quality.
- b. Whether parks and open space protection in the area to be added will benefit existing residents of the district as well as future residents of the added territory.
- c. The cost impacts on existing residents of providing needed public services and public infrastructure to the area to be added.

Policy 1.11 Neighbor Cities

It is the policy of the Metro Council to:

1.11.1 Coordinate concept planning of Urban Reserves with Neighbor Cities Sandy, Canby, Estacada, Barlow, North Plains and Banks to minimize the generation of new automobile trips between Neighbor Cities and the Metro UGB by seeking appropriate ratios of dwelling units and jobs within the Metro UGB and in Neighbor Cities.

1.11.2 Pursue agreements with Neighbor Cities, Clackamas and Washington Counties and the Oregon Department of Transportation to establish “green corridors” along state highways that link Neighbor Cities with cities inside the Metro UGB in order to maintain a rural separation between cities, to protect the civic identities of Neighbor Cities, and to protect the capacity of those highways to move people and freight between the cities.

Policy 1.12 Protection of Agriculture and Forest Resource Lands

Repeal

Exhibit C to Ordinance No. 10-1238

TITLE 5: NEIGHBOR CITIES is repealed.

~~3.07.510 Intent~~

~~The intent of this title is to clearly define Metro policy with regard to areas outside the Metro Urban Growth Boundary. **NO PORTION OF THIS TITLE CAN REQUIRE ANY ACTIONS BY NEIGHBORING CITIES.** Metro, if neighboring cities jointly agree, will adopt or sign rural reserve agreements for those areas designated rural reserve in the Metro 2040 Growth Concept with Multnomah, Clackamas, and Washington County, and Neighbor City Agreements with Sandy, Canby, and North Plains. Metro would welcome discussion about agreements with other cities if they request such agreements.~~

~~In addition, counties and cities within the Metro boundary are hereby required to amend their comprehensive plans and implementing ordinances within twenty-four months to reflect the rural reserves and green corridors policies described in the Metro 2040 Growth Concept.~~

~~3.07.520 Rural Reserves and Green Corridors~~

~~Metro shall attempt to designate and protect common rural reserves between Metro's Urban Growth Boundary and designated urban reserve areas and each neighbor city's urban growth boundary and designated urban reserves, and designate and protect common locations for green corridors along transportation corridors connecting the Metro region and each neighboring city. For areas within the Metro boundary, counties are hereby required to amend their comprehensive plans and implementing ordinances to identify and protect the rural reserves and green corridors described in the adopted 2040 Growth Concept and shown on the adopted 2040 Growth Concept Map. These rural lands shall maintain the rural character of the landscape and our agricultural economy. New rural commercial or industrial development shall be restricted to the extent allowed by law. Zoning shall be for resource protection on farm and forestry land, and very low-density residential (no greater~~

~~average density than one unit for five acres) for exception land.~~

~~For areas outside the Metro boundary, Metro shall encourage intergovernmental agreements with the cities of Sandy, Canby and North Plains.~~

~~3.07.530 Invitations for Intergovernmental Agreements~~

~~Metro shall invite the cities and counties outside the Metro boundary and named in Section 3.07.510 of this title to sign an Intergovernmental Agreement, similar to the draft agreements attached hereto¹.~~

~~3.07.540 Metro Intent with Regard to Green Corridors~~

~~Metro shall attempt to negotiate a Green Corridor Intergovernmental Agreement with Oregon Department of Transportation (ODOT) and the three counties (Clackamas, Multnomah and Washington) to designate and protect areas along transportation corridors connecting Metro and neighboring cities.~~

~~¹ On file in the Metro Council office.~~

DRAFT 12

April 29, 2010

Exhibit D to Ordinance No. 10-1238

TITLE 11: PLANNING FOR NEW URBAN AREAS

3.07.1105 Purpose and Intent

The Regional Framework Plan calls for long-range planning to ensure that areas brought into the UGB are urbanized efficiently and become or contribute to mixed-use, walkable, transit-friendly communities. It is the purpose of Title 11 to guide such long-range planning for urban reserves and areas added to the UGB. It is also the purpose of Title 11 to provide interim protection for areas added to the UGB until city or county amendments to land use regulations to allow urbanization become applicable to the areas.

3.07.1110 Planning for Areas Designated Urban Reserve

A. The county responsible for land use planning for an urban reserve and any city likely to provide governance or an urban service for the area, shall, in conjunction with Metro and appropriate service districts, develop a concept plan for the urban reserve prior to its addition to the UGB pursuant to Metro Code 3.01.015 and 3.01.020. The date for completion of a concept plan and the area of urban reserves to be planned will be jointly determined by Metro and the county and city or cities.

B. A concept plan shall achieve, or contribute to the achievement of, the following outcomes:

1. If the plan proposes a mix of residential and employment uses:
 - a. A mix and intensity of uses that will make efficient use of the public systems and facilities described in subsection C;
 - b. A development pattern that supports pedestrian and bicycle travel to retail, professional and civic services;
 - c. Opportunities for a range of needed housing types;

- d. Sufficient employment opportunities to support a healthy economy, including, for proposed employment areas, lands with characteristics, such as proximity to transportation facilities, needed by employers;
 - e. Well-connected systems of streets, bikeways, parks and other public open spaces, natural areas, recreation trails and public transit;
 - f. Protection of natural ecological systems and important natural landscape features;
 - g. Avoidance or minimization of adverse effects on farm and forest practices and important natural landscape features on nearby rural lands; or
2. If the plan involves fewer than 100 acres or proposes to accommodate only residential or employment needs, depending on the need to be accommodated:
- a. Opportunities for a range of needed housing types;
 - b. Sufficient employment opportunities to support a healthy economy, including, for proposed employment areas, lands with characteristics, such as proximity to transportation facilities, needed by employers;
 - c. Well-connected systems of streets, bikeways, pedestrian ways, parks, natural areas, recreation trails;
 - d. Protection of natural ecological systems and important natural landscape features;
 - e. Avoidance or minimization of adverse effects on farm and forest practices and important natural landscape features on nearby rural lands.

C. A concept plan shall:

1. Show the general locations of any residential, commercial, industrial, institutional and public uses proposed for the area with sufficient detail to allow estimates of the cost of the public systems and facilities described in paragraph 2;

2. For proposed sewer, water and storm-water systems and transportation facilities, provide the following:

- a. The general locations of proposed sewer, water and storm-water systems;

- b. The mode, function and general location of any proposed state transportation facilities, arterial facilities, regional transit facilities and freight intermodal facilities;
- c. The proposed connections of these systems and facilities, if any, to existing systems ~~within the UGB and to nearby urban reserves~~;
- d. Preliminary estimates of the costs of the systems and facilities in sufficient detail to determine feasibility and allow cost comparisons with other areas;
- e. Proposed methods to finance the systems and facilities; and
- f. Consideration for protection of the capacity, function and safe operation of state highway interchanges, including existing and planned interchanges and planned improvements to interchanges.

3. If the area subject to the concept plan calls for designation of land for industrial use, include an assessment of opportunities to create and protect parcels 50 acres or larger and to cluster uses that benefit from proximity to one another;

4. Show water quality resource areas, flood management areas and habitat conservation areas that will be subject to performance standards under Titles 3 and 13 of the Urban Growth Management Functional Plan;

5. Be coordinated with the comprehensive plans and land use regulations that apply to nearby lands already within the UGB;

6. Include an agreement between or among the county and the city or cities and service districts that preliminarily identifies which city, cities or districts will likely be the providers of urban services, as defined at ORS 195.065(4), when the area is urbanized;

7. Include an agreement between or among the county and the city or cities that preliminarily identifies the local government responsible for comprehensive planning of the area, and the city or cities that will have authority to annex the area, or portions of it, following addition to the UGB;

8. Provide that an area added to the UGB must be annexed to a city prior to, or simultaneously with, application of city land

use regulations to the area intended to comply with subsection C of section 3.07.1120; and

9. Be coordinated with schools districts.

D. Concept plans shall guide, but not bind:

1. The designation of 2040 Growth Concept design types by the Metro Council;
2. Conditions in the Metro ordinance that adds the area to the UGB; or
3. Amendments to city or county comprehensive plans or land use regulations following addition of the area to the UGB.

E. If the local governments responsible for completion of a concept plan under this section ~~fail~~ are unable to reach agreement on a concept plan by the date set under subsection A, then the Metro Council may nonetheless add the area to the UGB ~~shall complete the concept plan in consultation with the local governments~~ if necessary to fulfill its responsibility under ORS 197.299 to ensure the UGB has sufficient capacity to accommodate forecasted growth. ~~Failure of the Metro concept plan to comply fully with subsection C does not preclude addition of the area to the UGB by the Metro Council.~~

3.07.1120 Planning for Areas Added to the UGB

A. The county or city responsible for comprehensive planning of an area, as specified by the intergovernmental agreement adopted pursuant to 3.07.1110C(7) or the ordinance that added the area to the UGB, shall adopt comprehensive plan provisions and land use regulations for the area to address the requirements of subsection C by the date specified by the ordinance or by Metro Code 3.01.040(b)(4).

B. If the concept plan developed for the area pursuant to Section 3.07.1110 assigns planning responsibility to more than one city or county, the responsible local governments shall provide for concurrent consideration and adoption of proposed comprehensive plan provisions unless the ordinance adding the area to the UGB provides otherwise.

C. Comprehensive plan provisions for the area shall include:

1. Specific plan designation boundaries derived from and generally consistent with the boundaries of design type

designations assigned by the Metro Council in the ordinance adding the area to the UGB;

2. Provision for annexation to a city and to any necessary service districts prior to, or simultaneously with, application of city land use regulations intended to comply with this subsection;

3. Provisions that ensure zoned capacity for the number and types of housing units, if any, specified by the Metro Council pursuant to Metro Code 3.01.040(b)(2);

4. Provision for affordable housing consistent with Title 7 of the Urban Growth Management Functional Plan if the comprehensive plan authorizes housing in any part of the area;

5. Provision for the amount of land and improvements needed, if any, for public school facilities sufficient to serve the area added to the UGB in coordination with affected school districts;

6. A conceptual street plan that identifies internal street connections and connections to adjacent urban areas to improve local access and improve the integrity of the regional street system. For areas that allow residential or mixed-use development, the plan shall meet the standards for street connections in the Regional Transportation Functional Plan; and

7. Provision for the financing of local and state public facilities and services.

8. A strategy for protection of the capacity and function of state highway interchanges, including existing and planned interchanges and planned improvements to interchanges.

D. The county or city responsible for comprehensive planning of an area shall submit a determination of the residential capacity of any area zoned to allow dwelling units, using the method in Section 3.07.120, to Metro within 30 days after adoption of new land use regulations for the area.

3.07.1130 Interim Protection of Areas Added to the UGB

Until land use regulations that comply with section 3.07.1120 become applicable to the area, the city or county responsible for planning the area added to the UGB shall not adopt or approve:

- A. A land use regulation or zoning map amendment that allows higher residential density in the area than allowed by regulations in effect at the time of addition of the area to the UGB;
- B. A land use regulation or zoning map amendment that allows commercial or industrial uses not allowed under regulations in effect at the time of addition of the area to the UGB;
- C. A land division or partition that would result in creation of a lot or parcel less than 20 acres in size, except for public facilities and services as defined in Metro Code section 3.01.010, or for a new public school;
- D. In an area designated by the Metro Council in the ordinance adding the area to the UGB as Regionally Significant Industrial Area:
 - 1. A commercial use that is not accessory to industrial uses in the area; and
 - 2. A school, a church, a park or any other institutional or community service use intended to serve people who do not work or reside in the area.

3.07.1140 Applicability

Section 3.07.1110 becomes applicable on March 31, 2011.



Date: May 5, 2010
To: JPACT, MPAC and interested parties
From: Kim Ellis, Principal Transportation Planner
Re: RTP Adoption Package - Ordinance No. 10-1241 and Resolution No. 10-4150

BACKGROUND AND PURPOSE

The region is in the final adoption phase for the Regional Transportation Plan (RTP). A third and final 45-day public comment opportunity began on March 22 and ends on May 6, 2010. MTAC will be asked to make a recommendation to MPAC on May 19. TPAC will be asked to make a recommendation to JPACT on May 28.

ACTION REQUESTED

- MPAC and JPACT action on Ordinance No. 10-1241 is scheduled for May 26 and June 10, 2010, respectively.
- JPACT action on Resolution No. 10-4150 is scheduled for June 10, 2010.

OVERVIEW OF ORDINANCE NO. 10-1241 (attached for your information)

- **ORDINANCE AND STAFF REPORT (Attachment 1** to the staff report summarizes comments received and recommendations for amendments to Exhibits A through E; an updated Attachment 1 that summarizes all comments and recommended changes will be provided at the meeting. **Attachment 2** is a full public comment report that documents comments received during the most recent public comment period; this attachment will be provided at the meeting.)
- **EXHIBITS A - D (Draft 2035 Regional Transportation Plan, Appendices (project list) and related modal plans)** - These exhibits include the draft 2035 Regional Transportation Plan (RTP) and project list, Regional Transportation System Management and Operations Plan (TSMO), Regional Freight Plan, and High Capacity Transit Plan Summary Report.
- **EXHIBIT E (Draft Regional Transportation Functional Plan)** – This exhibit codifies existing and new requirements that local plans must comply with to be consistent with the RTP. The exhibit has been the focus of public comments received to date, and includes recommended changes as documented in Attachment 1 to the staff report. An updated exhibit that incorporates all recommended changes will be provided at the meeting.
- **EXHIBIT F (Repeal of Regional Parking Policy)** – This exhibit repeals Title 2 of the Urban Growth Management Functional Plan. Regional parking policies are now included in Title 4 of the Regional Transportation Functional Plan.
- **EXHIBIT G (Amendments to Chapter 2 of the Regional Framework Plan)** – This exhibit amends the existing Chapter 2 of the Regional Framework Plan with the new goals and objectives included in Chapter 2 of the 2035 Regional Transportation Plan.

- **EXHIBIT H (Findings of Fact and Conclusions of Law)** – This exhibit includes legal findings that demonstrate consistency of the RTP with state and regional requirements. This exhibit is under development.

OVERVIEW OF RESOLUTION NO. 10-4150 (attached for your information)

- **RESOLUTION AND STAFF REPORT**
- **EXHIBIT A (Air Quality conformity Determination for the 2035 Regional Transportation Plan and 2010-2013 Metropolitan Transportation Improvement Program)** - This exhibit demonstrates that the financially constrained system of the 2035 RTP and the timing and design of projects included in the 2010-2013 MTIP meet state and federal air quality requirements.

NEXT STEPS

A summary of upcoming milestones and advisory committee discussions and actions is provided for reference.

March 22 – May 6, 2010	Final RTP public comment period
May 6, 2010	Public hearing at 5 p.m. at Metro; public comment period ends at midnight
May 12, 2010	MPAC briefing on 2035 RTP legislation
May 13, 2010	JPACT briefing on 2035 RTP legislation
	Oregon Transportation Commission briefing on 2035 RTP
May 19, 2010	MTAC final recommendation on 2035 RTP
May 26, 2010	MPAC final recommendation on 2035 RTP
May 28, 2010	TPAC final recommendation on air quality conformity and 2035 RTP
June 10, 2010	JPACT and the Metro Council final action on RTP
June 15, 2010	RTP and findings submitted to the Land Conservation and Development Commission in the manner of periodic review for approval
	Joint 2035 RTP and 2010-13 Metropolitan Transportation Improvement Program (MTIP) air quality conformity determination and findings submitted to U.S. DOT for review and approval

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF AMENDING THE 2004) Ordinance No. 10-1241
REGIONAL TRANSPORTATION PLAN TO)
COMPLY WITH STATE LAW; TO ADD THE) Introduced by Chief Operating Officer
REGIONAL TRANSPORTATION SYSTEMS) Michael Jordan with the Concurrence of
MANAGEMENT AND OPERATIONS ACTION) Council President David Bragdon
PLAN, THE REGIONAL FREIGHT PLAN AND THE
HIGH CAPACITY TRANSIT SYSTEM PLAN; TO
AMEND THE REGIONAL TRANSPORTATION
FUNCTIONAL PLAN AND ADD IT TO THE
METRO CODE; TO AMEND THE REGIONAL
FRAMEWORK PLAN; AND TO AMEND THE
URBAN GROWTH MANAGEMENT FUNCTIONAL
PLAN

WHEREAS, federal and state law require Metro to adopt a transportation plan for the region and to revise it at least every four years to keep it up to date; and

WHEREAS, Phase 1 of the Regional Transportation Plan (RTP) update focused on development of the federally-recognized metropolitan plan ("Federal Component") for the Portland metropolitan region that serves as the threshold for all federal transportation funding in the region; and

WHEREAS, the Metro Council adopted the federal component of the 2035 RTP by Resolution No. 07-3831B (For the Purpose of Approving the Federal Component of the 2035 Regional Transportation Plan Update, Pending Air Quality Conformity Analysis) on December 13, 2007, deferring adoption of the state component (required by state law) in order to address outstanding issues identified during development of the federal component; and

WHEREAS, the U.S. Department of Transportation approved the federal component of the 2035 RTP on March 5, 2008; and

WHEREAS, Phase 2 of the RTP focused on development of the state component of the 2035 RTP; and

WHEREAS, OAR 660-012-0016 directs coordination of the federally-required regional transportation plan with regional transportation system plans such that the state component of the 2035 RTP must be adopted within one year of the federal component or within a timeline and work program approved by the Land Conservation and Development Commission ("LCDC"); and

WHEREAS, on May 1, 2008, the LCDC accepted the RTP into the periodic review process and approved the work program and timeline for the state component of the RTP, which called for completing the RTP by December 2009, pending final review and analysis for air quality conformance; and

WHEREAS, the RTP is a central tool for implementing the 2040 Growth Concept and is part of, and must be consistent with, Metro's Regional Framework Plan; and

WHEREAS, the state component of the 2035 RTP is intended to serve as the regional transportation system plan under statewide planning Goal 12 and the state Transportation Planning Rule, and must be consistent with those laws; and

WHEREAS, the RTP must be consistent with other statewide planning goals and the state transportation system plan as contained in the Oregon Transportation Plan and its several components; and

WHEREAS, central to the 2035 RTP is an overall emphasis on outcomes, system completeness and measurable performance to hold the region accountable for making progress toward the region's desired outcomes and state goals for reductions in vehicle miles traveled and corresponding greenhouse gas emissions; and

WHEREAS, the Metro Council accepted elements of the Regional High Capacity Transit System Plan by Resolution No. 09-4052 (For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments) on July 9, 2009, for addition to the 2035 Regional Transportation Plan; and

WHEREAS, the Metro Council accepted the 2035 Regional Transportation Plan ("RTP") and related elements by Resolution No. 09-4099 (For the Purpose of Accepting the Draft 2035 Regional Transportation Plan, With the Following Elements, For Final Review and Analysis For Air Quality Conformance: The Transportation System Management and Operations Plan; The Regional Freight Plan; The High Capacity Transit System Plan; and The Regional Transportation Functional Plan) on December 17, 2009; and

WHEREAS, a third and final 45-day public comment period on the 2035 RTP was provided from March 22 to May 6, 2010; and

WHEREAS, the Metro Council, the Joint Policy Advisory Committee on Transportation ("JPACT"), the Metro Policy Advisory Committee ("MPAC"), the Metro Technical Advisory Committee ("MTAC"), the Transportation Policy Advisory Committee ("TPAC"), the Regional Travel Options ("RTO") subcommittee of TPAC, the Intelligent Transportation Systems ("ITS") Subcommittee of TPAC, the Regional Freight and Goods Movement Technical Advisory Committee, the Bi-State Coordination Committee, the Regional Freight and Goods Movement Task Force, the Regional Transportation Coordinating Council ("RTCC"), the Federal Highway Administration and the Federal Transit Administration, and other elected officials, representatives of business, environmental and transportation organizations from the Portland-Vancouver metropolitan area assisted in the development of the federal and state components of the 2035 RTP and provided comment on the RTP throughout the planning process; and

WHEREAS, JPACT and MPAC have recommended approval of the state component of the 2035 RTP by the Council; now, therefore,

THE METRO COUNCIL ORDAINS AS FOLLOWS:

1. The 2004 Regional Transportation Plan is hereby amended to become the 2035 Regional Transportation Plan (RTP), as indicated in Exhibit A and Appendices, attached and incorporated into this ordinance.
2. The Regional Transportation Systems Management and Operations Action Plan in Exhibit B, attached and incorporated into this ordinance, is hereby adopted as a component of the 2035 Regional Transportation Plan.
3. The Regional Freight Plan in Exhibit C, attached and incorporated into this ordinance, is hereby adopted as a component of the 2035 RTP.

4. The High Capacity Transit System Plan in Exhibit D, attached and incorporated into this ordinance, is hereby adopted as a component of the 2035 RTP.
5. The Regional Transportation Function Plan (“RTFP”), contained in section 6.4 of the 2004 RTP, is hereby amended as indicated in Exhibit E, attached and incorporated into this ordinance, and added to the Metro Code as Chapter 3.08.
6. Title 2 (Regional Parking Policy) of the Urban Growth Management Functional Plan is hereby repealed as indicated in Exhibit F, attached, and is incorporated into the RTFP, as indicated in Exhibit E.
7. Chapter 2 (Transportation) of Metro’s Regional Framework Plan is hereby amended, as indicated in Exhibit G, attached and incorporated into this ordinance, to reflect the new transportation policies in the 2035 RTP in Exhibit A.
8. The Findings of Fact and Conclusions of Law in Exhibit H, attached and incorporated into this ordinance, explain how these amendments comply with the Regional Framework Plan, statewide planning laws and the Oregon Transportation Plan and its applicable components.
9. Staff is directed to submit this ordinance and exhibits to the Land Conservation and Development Commission (LCDC) in the manner of periodic review.

ADOPTED by the Metro Council this 10th day of June, 2010.

David Bragdon, Council President

Attest:

Approved as to form:

Anthony Andersen, Recording Secretary

Daniel B. Cooper, Metro Attorney

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March 2010
Final draft plan

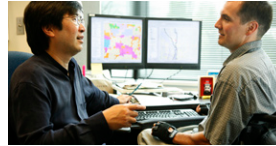


Exhibit A to Ordinance No. 10-1241

2035

REGIONAL TRANSPORTATION PLAN

Final draft plan

March 2010



Metro | *People places. Open spaces.*

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March 2010
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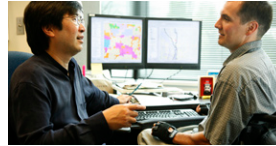


Exhibit A to Ordinance No. 10-1241

TECHNICAL APPENDIX

2035

REGIONAL TRANSPORTATION PLAN

Final draft plan

March 2010

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Final draft plan



Exhibit B to Ordinance No. 10-1241

REGIONAL TRANSPORTATION
SYSTEM MANAGEMENT AND OPERATIONS

2010 – 2020

Final draft plan

March 2010

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March 2010
Final draft plan

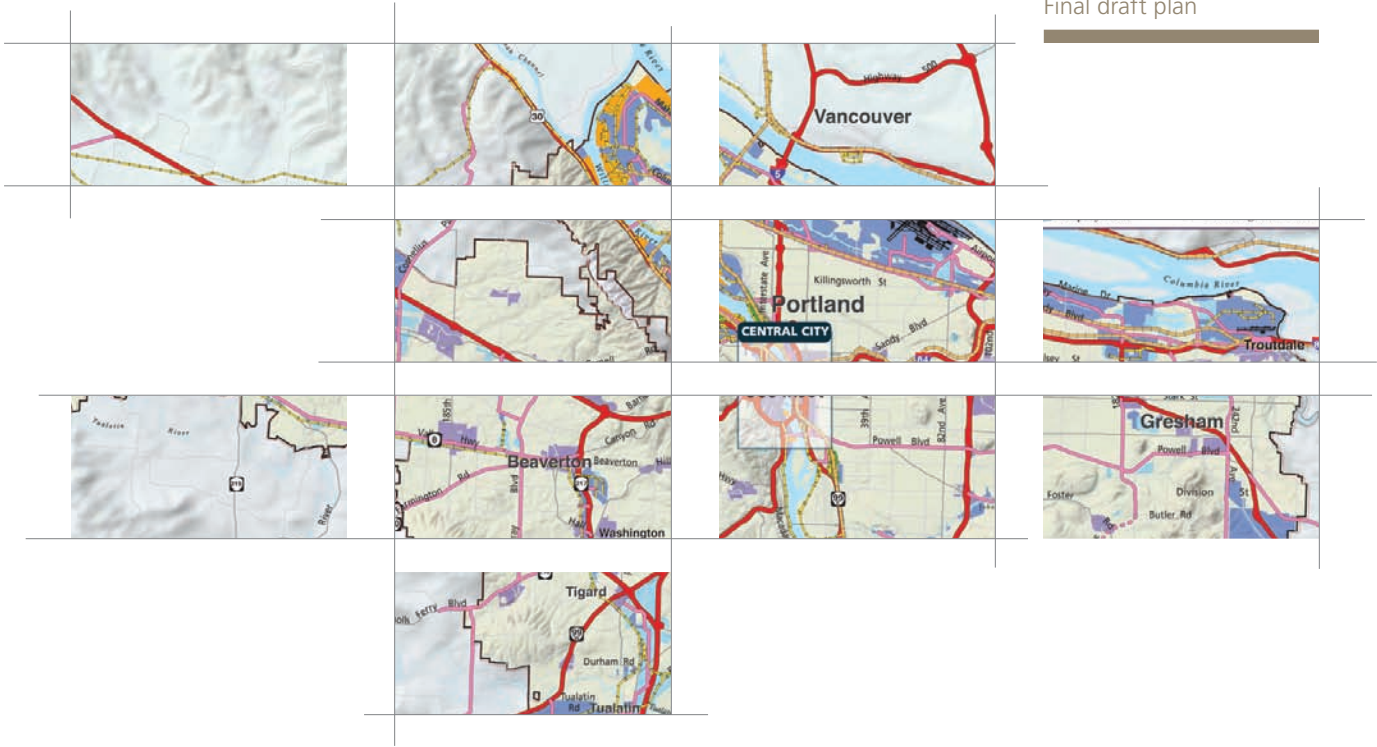


Exhibit C to Ordinance No. 10-1241

REGIONAL FREIGHT PLAN

2035

Final draft plan

March 2010



Metro | *Joint Policy Advisory Committee on Transportation*

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March 22, 2010
Summary report

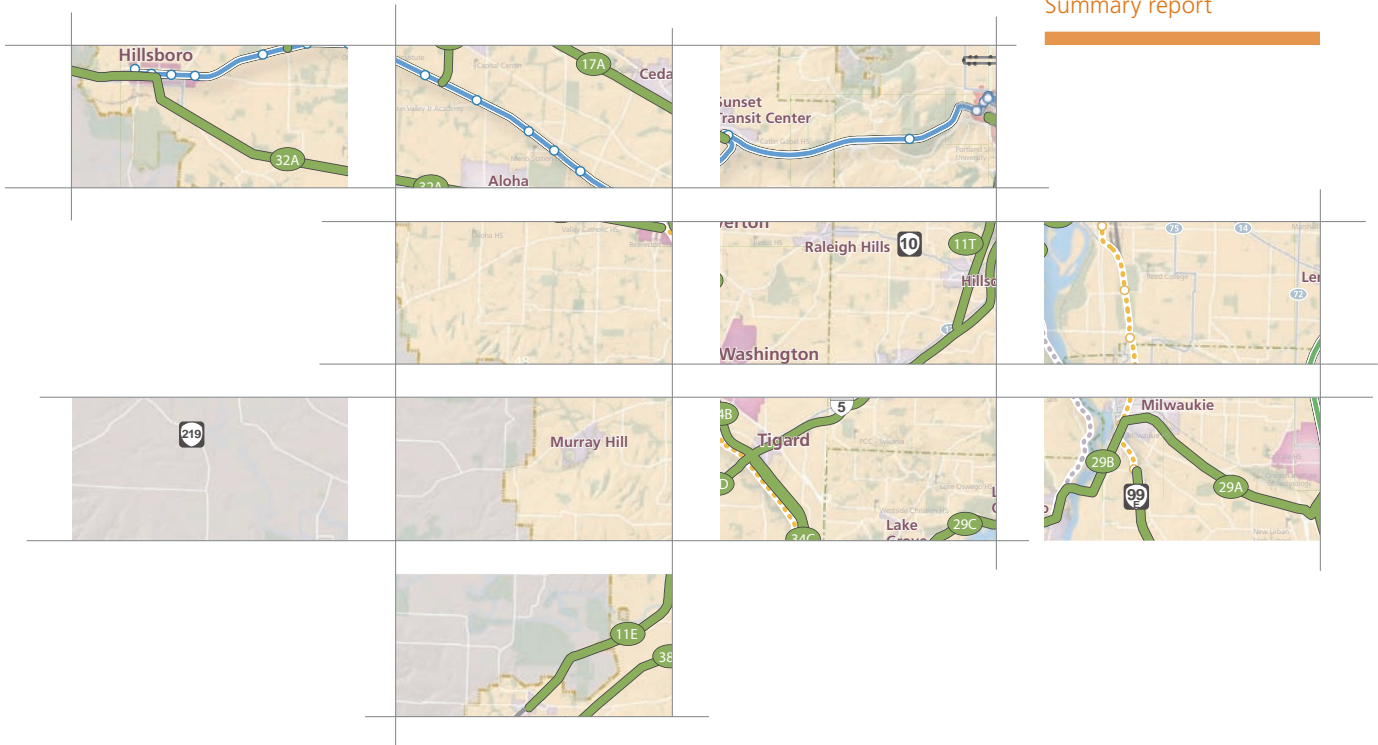


Exhibit D to Ordinance No. 10-1241

REGIONAL HIGH CAPACITY TRANSIT SYSTEM PLAN

2035

Summary report

March 22, 2010

CHAPTER 3.08

PUBLIC REVIEW DRAFT REGIONAL TRANSPORTATION FUNCTIONAL PLAN
Version 3.0 (with proposed amendments incorporated)
4/28/10

NOTE: This draft document codifies current regional transportation functional plan language and additional functional plan provisions to direct how city and county plans will implement new RTP policies and implementation actions.

SECTIONS	TITLE
3.08.010	Purpose of Regional Transportation Functional Plan
TITLE 1:	TRANSPORTATION SYSTEM DESIGN
3.08.110	Street System Design
3.08.120	Transit System Design
3.08.130	Pedestrian System Design
3.08.140	Bicycle System Design
3.08.150	Freight System Design
3.08.160	Transportation System Management and Operations
TITLE 2:	DEVELOPMENT AND UPDATE OF TRANSPORTATION SYSTEM PLANS
3.08.210	Transportation Needs
3.08.220	Transportation Solutions
3.08.230	Performance Targets and Standards
TITLE 3:	TRANSPORTATION PROJECT DEVELOPMENT
3.08.310	Defining Projects in Transportation System Plans
TITLE 4:	REGIONAL PARKING MANAGEMENT
3.08.410	Parking Management
TITLE 5:	AMENDMENT OF COMPREHENSIVE PLANS
3.08.510	Amendments of City and County Comprehensive and Transportation System Plans
TITLE 6:	COMPLIANCE PROCEDURES
3.08.610	Metro Review of Amendments to Transportation System Plans
3.08.620	Extension of Compliance Deadline
3.08.630	Exception from Compliance
TITLE 7:	DEFINITIONS
3.08.710	Definitions

CHAPTER 3.08

REGIONAL TRANSPORTATION FUNCTIONAL PLAN

SECTIONS TITLE

3.08.010 Purpose of Regional Transportation Functional Plan

- A. The Regional Transportation Functional Plan (RTFP) implements those policies of the Regional Transportation Plan (RTP) and its constituent freight, high-capacity transit and transportation system management and operations plans which cities and counties of the region will carry out in their comprehensive plans, transportation system plans (TSPs), other land use regulations and transportation project development. The principal objectives of the RTP are improved public health, safety and security for all; attraction of jobs and housing to downtowns, main streets, corridors and employment areas, creating vibrant, livable communities, sustaining the region's economic competitiveness and prosperity; efficient management to maximize use of the existing transportation system; completion of the transportation system for all modes of travel to expand transportation choices; increasing use of the transit, pedestrian and bicycle systems; ensuring equity and affordable transportation choices; improving freight reliability; reducing vehicle miles traveled and resulting emissions; and promoting environmental and fiscal stewardship.

- B. The RTFP is intended to be consistent with federal law that applies to Metro in its role as a metropolitan planning organization, the Oregon Transportation Plan, and Statewide Planning Goal 12 (Transportation) and its Transportation Planning Rule (TPR). If a TSP is consistent with this RTFP, Metro shall deem it consistent with the RTP.

TITLE 1: TRANSPORTATION SYSTEM DESIGN

3.08.110 Street System Design

- A. To ensure that new street construction and re-construction projects are designed to improve safety, support adjacent land use and balance the needs of all users, including bicyclists, transit vehicles, motorists, freight delivery vehicles and pedestrians of all ages and abilities, city

and county street design regulations shall allow implementation of:

1. Complete street designs as set forth in *Creating Livable Streets: Street Design Guidelines for 2040* (2nd Edition, 2002), or similar resources consistent with regional street design policies;
2. Green street designs as set forth in *Green Streets: Innovative Solutions for Stormwater and Street Crossings* (2002) and *Trees for Green Streets: An Illustrated Guide* (2002) or similar resources consistent with federal regulations for stream protection; and
3. Transit-supportive street designs that facilitate existing and planned transit service pursuant subsection 3.08.120B.

B. City and county local street design regulations shall allow implementation of:

1. Pavement widths of less than 28 feet from curb-face to curb-face;
2. Sidewalk widths that include at least five feet of pedestrian through zones;
3. Landscaped pedestrian buffer strips, or paved furnishing zones of at least five feet, that include street trees;
4. Traffic calming devices, such as speed bumps and cushions, woonerfs and chicanes, to discourage traffic infiltration and excessive speeds;
5. Short and direct right-of-way routes and shared-use paths to connect residences with commercial services, parks, schools, hospitals, institutions, transit corridors, regional trails and other neighborhood activity centers; and
6. Opportunities to extend streets in an incremental fashion, including posted notification on streets to be extended.

- C. To provide a well-connected network of streets for local circulation and preserve the capacity of the region's principal arterials for through trips, each city and county shall amend its TSP, if necessary, to comply with the requirements set forth in subsections D through G of this section.
- D. To improve connectivity of the region's arterial system and support walking, bicycling and access to transit, each city and county shall incorporate into its TSP, to the extent practicable, a network of four-lane major arterial streets at one-mile spacing and two-lane minor arterial streets or collector streets at half-mile spacing considering the following:
1. Existing topography;
 2. Rail lines;
 3. Freeways;
 4. Pre-existing development;
 5. Leases, easements or covenants in place prior to May 1, 1995; and
 6. The requirements of Titles 3 and 13 of the Urban Growth Management Functional Plan (UGMFP).
 7. Best practices and designs as set forth in Green Streets: Innovative Solutions for Stormwater, Street Crossings (2002) and Trees for Green Streets: An Illustrated Guide (2002), Creating Livable Streets: Street Design Guidelines for 2040 (2nd Edition, 2002), and state or locally-adopted plans and best practices for protecting natural resources and natural areas.
- E. To improve local access and circulation, and preserve capacity on the region's arterial system, each city and county shall incorporate into its TSP a conceptual map of new streets for all contiguous areas of vacant and re-developable lots and parcels of five or more acres that are zoned to allow residential or mixed-use development. The map shall identify street connections to adjacent areas to promote a logical, direct and connected system of streets and should demonstrate opportunities to extend and connect new streets to existing streets, provide direct public

right-of-way routes and limit closed-end street designs consistent with subsection F.

- F. If proposed residential or mixed-use development involves construction of a new street, the city and county regulations shall require the applicant to provide a site plan that:
1. Is consistent with the conceptual new streets map required by subsection E;
 2. Provides full street connections with spacing of no more than 530 feet between connections, except if prevented by barriers such as topography, rail lines, freeways, pre-existing development, leases, easements or covenants that existed prior to May 1, 1995, or by requirements of Titles 3 and 13 of the UGMFP;
 3. If streets must cross water features protected pursuant to Title 3 UGMFP, provides a crossing every 800 to 1,200 feet unless habitat quality or the length of the crossing prevents a full street connection;
 4. If full street connection is prevented, provides bicycle and pedestrian accessways on public easements or rights-of-way spaced such that accessways are not more than 330 feet apart, unless not possible for the reasons set forth in paragraph 3;
 5. Provides for bike and pedestrian accessways that cross water features identified pursuant to Title 3 of the UGMFP at an average of 530 feet between accessways unless habitat quality or the length of the crossing prevents a connection;
 6. If full street connection over water features identified pursuant to Title 3 of the UGMFP cannot be constructed in centers as defined in Title 6 of the UGMFP or Main Streets shown on the 2040 Growth Concept Map, or if spacing of full street connections exceeds 1,200 feet, provides bike and pedestrian crossings at an average of 530 feet between accessways unless habitat quality or the length of the crossing prevents a connection;
 7. Limits cul-de-sac designs or other closed-end street designs to circumstances in which barriers prevent

full street extensions and limits the length of such streets to 200 feet and the number of dwellings along the street to no more than 25; and

8. Provides street cross-sections showing dimensions of right-of-way improvements and posted or expected speed limits.
- G. For redevelopment of contiguous lots and parcels less than five acres in size that require construction of new streets, cities and counties shall establish their own standards for local street connectivity, consistent with subsection F.
- H. To protect the capacity, function and safe operation of existing and planned state highway interchanges, or planned improvements to interchanges, cities and counties shall, to the extent feasible, restrict driveway and street access in the vicinity of interchange ramp terminals consistent with Oregon Highway Plan Access Management Standards and accommodate local circulation on the local system to improve safety and minimize congestion and conflicts in the interchange area. Public street connections, consistent with regional street design and spacing standards in Section 3.08.110, shall be encouraged and shall supercede this access restriction, though such access may be limited to right-in/right-out or other appropriate configuration in the vicinity of interchange ramp terminals. Multimodal street design features including pedestrian crossings and on-street parking shall be allowed where appropriate.

3.08.120 Transit System Design

- A. City and county TSPs or other appropriate regulations shall include investments, policies, standards and criteria to provide pedestrian and bicycle connections to all transit stops where regional transit service exists at the time of TSP development or update and all existing or planned Station Communities.
- B. City and county TSPs shall include a transit plan, and implementing land use regulations, with the following elements to leverage the region's investment in transit and improve access to the transit system:
 1. A transit system map consistent with the transit functional classifications shown in Figure 2.15 of the

RTP that shows the locations of major transit stops, transit centers, high capacity transit stations, regional bicycle transit facilities, inter-city bus and rail passenger terminals designated in the RTP, transit-priority treatments such as signals, regional bicycle transit facilities, park-and-ride facilities, and bicycle and pedestrian routes, consistent with sections 3.08.130 and 3.08.140, between essential destinations and transit stops.

2. The following site design standards for new retail, office, multi-family and institutional buildings located near or at major transit stops shown in Figure 2.15 in the RTP:
 - a. Provide reasonably direct pedestrian connections between transit stops and building entrances and between building entrances and streets adjoining transit stops;
 - b. Provide safe, direct and logical pedestrian crossings at all transit stops and make intersection and mid-block traffic management improvements as needed to enable marked crossings at major transit stops;
 - c. At major transit stops, require the following:
 - i. Locate buildings within 20 feet of the transit stop, a transit street or an intersecting street, or a pedestrian plaza at the stop or a street intersection;
 - ii. Transit passenger landing pads accessible to disabled persons to transit agency standards;
 - iii. An easement or dedication for a passenger shelter and an underground utility connection to a major transit stop if requested by the public transit provider; and
 - iv. Lighting to transit agency standards at the major transit stop.
- C. Providers of public transit service shall consider and document the needs of youth, seniors, people with disabilities and environmental justice populations, including minorities and low-income families, when planning levels of service, transit facilities and hours of operation.

3.08.130 Pedestrian System Design

- A. City and county TSPs shall include a pedestrian plan, with implementing land use regulations, for an interconnected network of pedestrian routes within and through the city or county. The plan shall include:
1. An inventory of existing facilities that identifies gaps and deficiencies in the pedestrian system;
 2. An evaluation of needs for pedestrian access to transit and essential destinations for all mobility levels, including direct, comfortable and safe pedestrian routes.
 3. A list of improvements to the pedestrian system that will help the city or county achieve the regional non-SOV modal targets in Table 3.08-1 and other targets established pursuant to section 3.08.230;
 4. Provision for sidewalks along arterials, collectors and most local streets, except that sidewalks are not required along controlled roadways, such as freeways; and
 5. Provision for safe crossings of streets and controlled pedestrian crossings on major arterials.
- B. To support transit, a city or county may implement the provisions of section 3.08.120B(2) by establishment of a pedestrian district in its comprehensive plan or land use regulations with the following elements:
1. A connected street and pedestrian network for the district;
 2. An inventory of existing facilities, gaps and deficiencies in the network of pedestrian routes;
 3. Interconnection of pedestrian, transit and bicycle systems;
 4. Parking management strategies;
 5. Access management strategies;

6. Sidewalk and accessway location and width;
 7. Landscaped or paved pedestrian buffer strip location and width;
 8. Street tree location and spacing;
 9. Pedestrian street crossing and intersection design;
 10. Street lighting and furniture for pedestrians; and
 11. A mix of types and densities of land uses that will support a high level of pedestrian activity.
- C. City and county land use regulations shall ensure that new development provides on-site streets and accessways that offer reasonably direct routes for pedestrian travel.

3.08.140 Bicycle System Design

- A. City and county TSPs shall include a bicycle plan, with implementing land use regulations, for an interconnected network of bicycle routes within and through the city or county. The plan shall include:
1. An inventory of existing facilities that identifies gaps and deficiencies in the bicycle system;
 2. An evaluation of needs for bicycle access to transit and essential destinations, including direct, comfortable and safe bicycle routes and secure bicycle parking, considering *TriMet Bicycle Parking Guidelines*.
 3. A list of improvements to the bicycle system that will help the city or county achieve the regional non-SOV modal targets in Table 3.08-1 and other targets established pursuant to section 3.08.230;
 4. Provision for bikeways along arterials, major collectors and nearby parallel routes, and bicycle parking in centers, at major transit stops shown in Figure 2.15 in the RTP, park-and-ride lots and associated with institutional uses; and
 5. Provision for safe crossing of streets and controlled bicycle crossings on major arterials.

3.08.150 Freight System Design

- A. City and county TSPs shall include a freight plan, with implementing land use regulations, for an interconnected system of freight networks within and through the city or county. The plan shall include:
1. An inventory of existing facilities that identifies gaps and deficiencies in the freight system;
 2. An evaluation of freight access to freight intermodal facilities, employment and industrial areas and commercial districts; and
 3. A list of improvements to the freight system that will help the city or county increase reliability of freight movement, reduce freight delay and achieve the targets established pursuant to section 3.08.230.

3.08.160 Transportation System Management and Operations

- A. City and county TSPs shall include transportation system management and operations (TSMO) plans to improve the performance of existing transportation infrastructure within or through the city or county. A TSMO plan shall include:
1. An inventory and evaluation of existing local and regional TSMO infrastructure, strategies and programs that identifies gaps and opportunities to expand infrastructure, strategies and programs;
 2. A list of projects and strategies, consistent with the Regional TSMO Plan, based upon consideration of the following functional areas:
 - a. Multimodal traffic management investments, such as signal timing, access management, arterial performance monitoring and active traffic management;
 - b. Traveler information investments, such as forecasted traffic conditions and carpool matching;
 - c. Traffic incident management investments, such as incident response programs; and

- d. Transportation demand management investments, such as individualized marketing programs, rideshare programs and employer transportation programs.

TITLE 2: DEVELOPMENT AND UPDATE OF TRANSPORTATION SYSTEM PLANS

3.08.210 Transportation Needs

- A. Each city and county shall update its TSP to incorporate regional and state transportation needs identified in the 2035 RTP and its own transportation needs. The determination of local transportation needs shall be based upon:
 1. System gaps and deficiencies identified in the inventories and analysis of transportation systems pursuant to Title 1;
 2. Identification of facilities that exceed the Deficiency Thresholds and Operating Standards in Table 3.08-2 or the alternative thresholds and standards established pursuant to section 3.08.230;
 3. Consideration and documentation of the needs of youth, seniors, people with disabilities and environmental justice populations within the city or county, including minorities and low-income families.
- B. A city or county determination of transportation needs must be consistent with the following elements of the RTP:
 1. The population and employment forecast and planning period of the RTP, except that a city or county may use an alternative forecast for the city or county, coordinated with Metro, to account for changes to comprehensive plan or land use regulations adopted after adoption of the RTP;
 2. Regional needs identified in the mobility corridor strategies in Chapter 4 of the RTP;
 3. System maps and functional classifications for street design, motor vehicles, transit, bicycles, pedestrians and freight in Chapter 2 of the RTP; and

4. Regional non-SOV modal targets in Table 3.08-1 and the Deficiency Thresholds and Operating Standards in Table 3.08-2.

3.08.220 Transportation Solutions

- A. Each city and county shall consider the following strategies, in the order listed, to meet the transportation needs determined pursuant to section 3.08.210 and performance targets and standards pursuant to section 3.08.230. The city or county shall explain its choice of one or more of the strategies:
 1. TSMO investments that refine or implement regional strategies in the RTP;
 2. Transit, bicycle and pedestrian system improvements;
 3. Traffic-calming designs and devices;
 4. Land use strategies in OAR 660-012-0035(2) to help achieve the thresholds and standards in Tables 3.08-1 and 3.08-2 or alternative thresholds and standards established pursuant to section 3.08.230;
 5. Improvements to parallel arterials, collectors or local streets, including pedestrian and bicycle facilities, consistent with the connectivity standards in section 3.08.110, in order to provide alternative routes or encourage use of modes other than SOV; and
 6. Motor vehicle capacity improvements, consistent with the RTP Arterial and Throughway Network Concept, only upon a demonstration that other strategies in this subsection are not appropriate or cannot adequately address identified transportation needs.
- B. A city or county shall coordinate its consideration of the strategies in subsection A with the owner of the transportation facility affected by the strategy. Facility design is subject to the approval of the facility owner.
- C. If analysis under subsection 3.08.210A indicates an unmet regional or state need that has not been addressed in the RTP, the city or county shall propose one of the following actions:

1. Propose a project at the time of Metro review of the RTP to be incorporated into the RTP during the next RTP update; or
 2. Propose an amendment to the RTP for needs and projects if the amendment is necessary prior to the next RTP update.
- D. Upon its conclusion that the strategies in subsection A would not be feasible to address identified needs, a city or county shall, in coordination with Metro, pursue one or more of the following strategies:
1. Amend the comprehensive plan or land use regulations for an area to reduce trips generated by allowed uses;
 2. Take an exception to the relevant RTFP requirement pursuant to section 3.08.630;
 3. Change the RTP functional classification of a facility for any mode in Chapter 2 of the RTP; or
 4. Amend the policy in the RTP which the relevant RTFP requirement implements.

3.08.230 Performance Targets and Standards

- A. Each city and county shall demonstrate that solutions adopted pursuant to section 3.08.220 will achieve progress toward the targets and standards in Tables 3.08-1 and 3.08-2 and performance measures in subsection D or toward alternative targets and standards adopted by the city or county pursuant to subsections B and C. The city or county shall include the regional targets and standards or its alternatives in its TSP.
- B. A city or county may adopt alternative targets or standards in place of regional targets and standards prescribed in subsection A upon a demonstration that the alternatives:
1. Are no lower than those in Table 3.08-1 and Table 3.08-2;
 2. Will not result in a need for motor vehicle capacity improvements that go beyond the planned arterial and throughway network defined in Figure 2.12 of the RTP

and that are not recommended in, or are inconsistent with, the RTP; and

3. Will not increase SOV travel to a degree inconsistent with the non-SOV modal targets in Table 3.08-1.
- C. If the city or county adopts mobility standards for state highways different from those in Table 3.08-2, it shall demonstrate that the standards have been approved by the Oregon Transportation Commission.
- D. Each city and county shall also include performance measures for safety, vehicle miles traveled per capita, freight reliability, congestion, and walking, bicycling and transit mode shares to evaluate and monitor performance of the TSP.
- E. To demonstrate progress toward achievement of performance targets in Tables 3.08-1 and 3.08-2 and to maintain performance of state highways within its jurisdiction as much as feasible and avoid their further degradation, the city or county shall adopt the following:
1. Parking minimum and maximum ratios in Centers and Station Communities consistent with subsection 3.08.410A;
 2. Designs for street, transit, bicycle, freight and pedestrian systems consistent with Title 1;
 3. TSMO projects and strategies consistent with section 3.08.160; and
 4. Land use actions pursuant to OAR 660-012-0035(2).

TITLE 3: TRANSPORTATION PROJECT DEVELOPMENT

3.08.310 Defining Projects in Transportation System Plans

- A. Each city or county developing or amending a TSP shall specify the general locations and facility parameters, such as minimum and maximum ROW dimensions and the number and size of traffic lanes, of planned regional transportation facilities and improvements identified on the appropriate RTP map. The locations shall be within the general location depicted in the appropriate RTP map. Except as

otherwise provided in the TSP, the general location is as follows:

1. For new facilities, a corridor within 200 feet of the location depicted on the appropriate RTP map;
 2. For interchanges, the general location of the crossing roadways, without specifying the general location of connecting ramps;
 3. For existing facilities planned for improvements, a corridor within 50 feet of the existing right-of-way; and
 4. For realignments of existing facilities, a corridor within 200 feet of the segment to be realigned as measured from the existing right-of-way depicted on the appropriate RTP map.
- B. A city or county may refine or revise the general location of a planned regional facility as it prepares or revises its TSP. Such revisions may be appropriate to reduce the impacts of the facility or to comply with comprehensive plan or statewide planning goals. If, in developing or amending its TSP, a city or county determines that the general location of a planned regional facility or improvement is inconsistent with its comprehensive plan or a statewide planning goal requirement, it shall:
1. Propose a revision to the general location of the planned facility or improvement to achieve consistency and, if the revised location lies outside the general location depicted in the appropriate RTP map, seek an amendment to the RTP; or
 2. Propose a revision to its comprehensive plan to authorize the planned facility or improvement at the revised location.

TITLE 4: REGIONAL PARKING MANAGEMENT

3.08.410 Parking Management

- A. Cities and county parking regulations shall set minimums and maximums as set forth in this section, consistent with the following:

1. No minimum ratios higher than those shown on Table 3.08-3.
 2. No maximum ratios higher than those shown on Table 3.08-3 and illustrated in the Parking Maximum Map. If 20-minute peak hour transit service has become available to an area within a one-quarter mile walking distance for bus transit or one-half mile walking distance from a high capacity transit station, that area shall be added to Zone A. If 20-minute peak hour transit service is no longer available to an area within a one-quarter mile walking distance for bus transit or one-half mile walking distance from a high capacity transit station, that area shall be removed from Zone A. Cities and counties should designate Zone A parking ratios in areas with good pedestrian access to commercial or employment areas (within one-third mile walk) from adjacent residential areas.
- B. Cities and counties may establish a process for variances from minimum and maximum parking ratios that includes criteria for a variance.
- C. Free surface parking shall be subject to the regional parking maximums for Zones A and B in Table 3.08-3. Following an adopted exemption process and criteria, cities and counties may exempt parking structures; fleet parking; vehicle parking for sale, lease, or rent; employee car pool parking; dedicated valet parking; user-paid parking; market rate parking; and other high-efficiency parking management alternatives from maximum parking standards. Reductions associated with redevelopment may be done in phases. Where mixed-use development is proposed, cities and counties shall provide for blended parking rates. Cities and counties may count adjacent on-street parking spaces, nearby public parking and shared parking toward required parking minimum standards.
- D. Cities and counties may use categories or standards other than those in Table 3.08-3 upon demonstration that the effect will be substantially the same as the application of the ratios in the table.
- E. Cities and counties shall provide for the designation of residential parking districts in local comprehensive plans or implementing ordinances.

- F. Cities and counties shall require that parking lots more than three acres in size provide street-like features along major driveways, including curbs, sidewalks and street trees or planting strips. Major driveways in new residential and mixed-use areas shall meet the connectivity standards for full street connections in section 3.08.110, and should line up with surrounding streets except where prevented by topography, rail lines, freeways, pre-existing development or leases, easements or covenants that existed prior to May 1, 1995, or the requirements of Titles 3 and 13 of the UGMFP.
- G. To support local freight delivery activities, cities and counties shall require on-street freight loading and unloading areas at appropriate locations in centers.
- I. To encourage the use of bicycles and ensure adequate bicycle parking for different land uses, cities and counties shall establish short-term and long-term bicycle parking minimums for:
1. New multi-family residential developments of four units or more;
 2. New retail, office and institutional developments;
 3. Transit centers, high capacity transit stations, inter-city bus and rail passenger terminals; and
 4. Bicycle facilities at transit stops and park-and-ride lots.
- J. Cities and counties shall adopt parking policies, management plans and regulations for Centers and Station Communities. The policies, plans and regulations shall be consistent with subsections A through H. Plans may be adopted in TSPs or other adopted policy documents and may focus on sub-areas of Centers. Plans shall include an inventory of parking supply and usage, an evaluation of bicycle parking needs with consideration of *TriMet Bicycle Parking Guidelines*. Policies shall be adopted in the TSP. Policies, plans and regulations must consider and may include the following range of strategies:
1. By-right exemptions from minimum parking requirements;

2. Parking districts;
3. Shared parking;
4. Structured parking;
5. Bicycle parking;
6. Timed parking;
7. Differentiation between employee parking and parking for customers, visitors and patients;
8. Real-time parking information;
9. Priced parking;
10. Parking enforcement.

TITLE 5: AMENDMENT OF COMPREHENSIVE PLANS

3.08.510 Amendments of City and County Comprehensive and Transportation System Plans

- A. When a city or county proposes to amend its comprehensive plan or its components, it shall consider the strategies in subsection 3.08.220A as part of the analysis required by OAR 660-012-0060.
- B. If a city or county adopts the actions set forth in section _____ of Title 6 of the UGMFP, it shall be eligible for an automatic reduction of 30 percent below the vehicular trip generation rates recommended by the Institute of Transportation Engineers when analyzing the traffic impacts, pursuant to OAR 660-012-0060, of a plan amendment in a Center, Corridor or Station Community.
- D. If a city or county proposes a transportation project that is not included in the RTP and will result in a significant increase in SOV capacity or exceeds the planned function or capacity of a facility designated in the RTP, it shall demonstrate consideration of the following as part of its project analysis:
 1. The strategies set forth subsection 3.08.220A;

2. Complete street designs adopted pursuant to subsection 3.08.110A and as set forth in *Creating Livable Streets: Street Design Guidelines for 2040* (2nd Edition, 2002) or similar resources consistent with regional street design policies; and
 3. Green street designs adopted pursuant to subsection 3.08.110A and as set forth in *Green Streets: Innovative Solutions for Stormwater and Street Crossings* (2002) and *Trees for Green Streets: An Illustrated Guide* (2002) or similar resources consistent with federal regulations for stream protection.
- E. If the city or county decides not to build a project identified in the RTP, it shall identify alternative projects or strategies to address the identified transportation need and inform Metro so that Metro can amend the RTP.
- F. This section does not apply to city or county transportation projects that are financed locally and would be undertaken on local facilities.

TITLE 6: COMPLIANCE PROCEDURES

3.08.610 Metro Review of Amendments to Transportation System Plans

- A. Cities and counties shall update or amend their TSPs to comply with the RTFP, or an amendment to it, within two years after acknowledgement of the RTFP, or an amendment to it, or by a later date specified in the ordinance that amends the RTFP. The COO shall notify cities and counties of the dates by which their TSPs must comply.
- B. Cities and counties that update or amend their TSPs after acknowledgment of the RTFP or an amendment to it, but before two years following its acknowledgment, shall make the amendments in compliance with the RTFP or the amendment. The COO shall notify cities and counties of the date of acknowledgment of the RTFP or an amendment to it.
- C. One year following acknowledgment of the RTFP or an amendment to it, cities and counties whose TSPs do not yet comply with the RTFP or the amendment shall make land use decisions consistent with the RTFP or the amendment. The

COO, at least 120 days before the specified date, shall notify cities and counties of the date upon which RTFP requirements become applicable to land use decisions. The notice shall specify which requirements become applicable to land use decisions in each city and county.

- D. An amendment to a city or county TSP shall be deemed to comply with the RTFP if no appeal to the Land Use Board of Appeals is made within the 21-day period set forth in ORS 197.830(9), or if an appeal is made and the amendment is affirmed by the final decision on appeal. Once the amendment is deemed to comply with the RTFP, the RTFP shall no longer apply directly to city or county land use decisions.
- E. An amendment to a city or county TSP shall be deemed to comply with the RTFP as provided in subsection D only if the city or county provided notice to the COO as required by subsection F.
- F. At least 45 days prior to the first public hearing on a proposed amendment to a TSP, the city or county shall submit the proposed amendment to the COO. The COO may request, and if so the city or county shall submit, an analysis of compliance of the amendment with the RTFP. Within four weeks after receipt of the notice, the COO shall submit to the city or county a written analysis of compliance of the proposed amendment with the RTFP, including recommendations, if any, that would bring the amendment into compliance with the RTFP. The COO shall send a copy of its analysis to those persons who have requested a copy.
- G. If the COO concludes that the proposed amendment does not comply with RTFP, the COO shall advise the city or county that it may:
 - 1. Revise the proposed amendment as recommended in the COO's analysis;
 - 2. Seek an extension of time, pursuant to section 3.08.620, to bring the proposed amendment into compliance;
 - 3. Seek an exception to the requirement, pursuant to section 3.08.630; or

4. Seek review of the noncompliance by JPACT and the Metro Council, pursuant to subsections H and I of this section.
- H. The city or county may postpone further consideration of the proposed amendment and seek JPACT review of the COO's analysis under subsection F within 21 days from the date it received the COO's analysis. JPACT shall schedule the matter for presentations by the city or county and the COO at the earliest available time. At the conclusion of the presentations, JPACT, by a majority of a quorum, shall decide whether it agrees or disagrees with the COO's analysis and shall provide a brief written explanation as soon as practicable.
- I. The city or county may seek review of JPACT's decision by the Metro Council within 10 days from the date of JPACT's written explanation. The Council shall schedule the matter for presentations by the city or county and the COO at the earliest available time. At the conclusion of the presentations, the Council shall decide whether it agrees or disagrees with JPACT's decision and shall provide a brief written explanation as soon as practicable.
- J. A city or county that adopts an amendment to its TSP shall send a printed or electronic copy of the ordinance making the amendment to the COO within 14 days after its adoption.

3.08.620 Extension of Compliance Deadline

- A. A city or county may seek an extension of time for compliance with the RTFP by filing an application on a form provided by the COO. Upon receipt of an application, the Council President shall set the matter for a public hearing before the Metro Council and shall notify the city or county, JPACT, the Department of Land Conservation and Development (DLCD) and those persons who request notification of applications for extensions.
- B. The Council shall hold a public hearing to consider the application. Any person may testify at the hearing. The Council may grant an extension if it finds that:
 1. The city or county is making progress toward compliance with the RTFP; or

2. There is good cause for failure to meet the compliance deadline.
- C. The Council may establish terms and conditions for an extension in order to ensure that compliance is achieved in a timely and orderly fashion and that land use decisions made by the city or county during the extension do not undermine the ability of the city or county to achieve the purposes of the RTFP requirement. A term or condition must relate to the requirement of the RTFP for which the Council grants the extension. The Council shall not grant more than two extensions of time, nor grant an extension of time for more than one year.
 - D. The Council shall issue an order with its conclusion and analysis and send a copy to the city or county, JPACT, the DLCD and any person who participated in the proceeding. The city or county or a person who participated in the proceeding may seek review of the Council's order as a land use decision described in ORS 197.015(10)(a)(A).

3.08.630 Exception from Compliance

- A. A city or county may seek an exception from compliance with a requirement of the RTFP by filing an application on a form provided by the COO. Upon receipt of an application, the Council President shall set the matter for a public hearing before the Metro Council and shall notify JPACT, the DLCD and those persons who request notification of requests for exceptions.
- B. Following the public hearing on the application, the Metro Council may grant an exception if it finds:
 1. It is not possible to achieve the requirement due to topographic or other physical constraints or an existing development pattern;
 2. This exception and likely similar exceptions will not render the objective of the requirement unachievable region-wide;
 3. The exception will not reduce the ability of another city or county to comply with the requirement; and

4. The city or county has adopted other measures more appropriate for the city or county to achieve the intended result of the requirement.
- C. The Council may establish terms and conditions for the exception in order to ensure that it does not undermine the ability of the region to achieve the policies of the RTP. A term or condition must relate to the requirement of the RTPFP to which the Council grants the exception.
- D. The Council shall issue an order with its conclusion and analysis and send a copy to the city or county, JPACT, the DLCD and those persons who have requested a copy of the order. The city or county or a person who participated in the proceeding may seek review of the Council's order as a land use decision described in ORS 197.015(10) (a) (A).

TITLE 7: DEFINITIONS

3.08.710 Definitions

For the purpose of this functional plan, the following definitions shall apply:

- A. "Accessibility" means the ease of access and the amount of time required to reach a given location or service by any mode of travel.
- B. "Accessway" means right-of-way or easement designed for public access by bicycles and pedestrians, and may include emergency vehicle passage.
- C. "Alternative modes" means alternative methods of travel to the automobile, including public transportation (light rail, bus and other forms of public transportation), bicycles and walking.
- D. "At a major transit stop" means a parcel or ownership which is adjacent to or includes a major transit stop, generally including portions of such parcels or ownerships that are within 200 feet of a major transit stop.
- E. "Bikeway" means separated bike paths, striped bike lanes, or wide outside lanes that accommodate bicycles and motor vehicles.

- F. "Boulevard design" means a design concept that emphasizes pedestrian travel, bicycling and the use of public transportation, and accommodates motor vehicle travel.
- G. "Capacity expansion" means constructed or operational improvements to the regional motor vehicle system that increase the capacity of the system.
- H. "Chicane" means a movable or permanent barrier used to create extra turns in a roadway to reduce motor vehicle speeds or to prevent cars from driving across a pedestrian or bicycle accessway.
- I. "Connectivity" means the degree to which the local and regional street, pedestrian, bicycle, transit and freight systems in a given area are interconnected.
- J. "Complete Streets" means streets that are designed to serve all modes of travel, including bicycles, freight delivery vehicles, transit vehicles and pedestrians of all ages and abilities.
- K. "COO" means Metro's Chief Operating Officer or the COO's designee.
- L. "DLCD" means the Oregon state agency under the direction of the Land Conservation and Development Commission.
- M. "Deficiency" means a capacity, design or operations constraint that limits, but does not prohibit the ability to travel by a given mode or meet standards and targets in Tables 3.08-1 and 3.08-2. Examples of deficiencies include throughway portions with less than six through lanes of capacity; arterial portions with less than four through lanes of capacity; arterial streets with substandard design features; at-grade rail crossings; height restrictions; bicycle and pedestrian connections that contain obstacles (e.g., missing curb ramps); distances greater than 330 feet between pedestrian crossings; absence of pedestrian refuges; sidewalks occluded by utility infrastructure; high traffic volumes; complex traffic environments; transit overcrowding or schedule unreliability; and high crash locations.
- N. "Design type" means the conceptual areas depicted on the Metro 2040 Growth Concept Map and described in the RFP including Central City, Regional Center, Town Center,

Station Community, Corridor, Main Street, Inner Neighborhood, Outer Neighborhood, Regionally Significant Industrial Area, Industrial Area and Employment Area.

- O. "Essential destinations" means hospitals, medical centers, pharmacies, shopping centers, grocery stores, colleges, universities, middle schools and high schools, parks and open spaces, social service centers with more than 200 monthly LIFT pick-ups, employers with more than 1,500 employees, sports and entertainment venues and major government offices.
- P. "Full street connection" means right-of-way designed for public access by motor vehicles, pedestrians and bicycles.
- Q. "Gap" means a missing link or barrier in the "typical" urban transportation system for any mode that functionally prohibits travel where a connection might be expected to occur in accordance with the system concepts and networks in Chapter 2 of the RTP. There is a gap when a connection does not exist. But a gap also exists if a physical barrier, such as a throughway, natural feature, weight limits on a bridge or existing development, interrupts a system connection.
- R. "Growth Concept Map" means the conceptual map depicting the 2040 Growth Concept design types described in the RFP.
- S. "High capacity transit" means the ability to bypass traffic and avoid delay by operating in exclusive or semi-exclusive rights of way, faster overall travel speeds due to wide station spacing, frequent service, transit priority street and signal treatments, and premium station and passenger amenities. Speed and schedule reliability are preserved using transit signal priority at at-grade crossings and/or intersections. High levels of passenger infrastructure are provided at transit stations and station communities, including real-time schedule information, ticket machines, special lighting, benches, shelters, bicycle parking, and commercial services. The transit modes most commonly associated with high capacity transit include:
- light rail transit, light rail trains operating in exclusive or semi-exclusive right of way¹

¹ Exclusive right of way, as defined by Transportation Research Board TCRP report 17, includes fully grade - separated right of way. Semi-exclusive right of way includes separate and shared rights of way as well light rail and

- bus rapid transit, regular or advanced bus vehicles operating primarily in exclusive or semi-exclusive right of way
 - rapid streetcar, streetcar trains operating primarily in exclusive or semi-exclusive right of way
 - commuter rail, heavy rail passenger trains operating on exclusive, semi-exclusive or nonexclusive (with freight) railroad tracks
- T. "Improved pedestrian crossing" means a marked pedestrian crossing and may include signage, signalization, curb extensions and a pedestrian refuge such as a landscaped median.
- U. "Institutional uses" means colleges and universities, hospitals and major government offices.
- V. "JPACT" means the Joint Policy Advisory Committee on Transportation, composed of elected officials and agency representatives involved, that makes recommendations to the Metro Council on transportation planning and projects.
- W. "Landscape strip" means the portion of public right-of-way located between the sidewalk and curb.
- X. "Land use decision" shall have the meaning of that term set forth in ORS 197.015(10).
- Y. "Land use regulation" means any local government zoning ordinance, land division ordinance adopted under ORS 92.044 or 92.046 or similar general ordinance establishing standards for implementing a comprehensive plan, as defined in ORS 197.015.
- Z. "Level-of-service (LOS)" means the ratio of the volume of motor vehicle demand to the capacity of the motor vehicle system during a specific increment of time.
- AA. "Local trips" means trips that are five miles or shorter in length.

pedestrian malls adjacent to a parallel roadway. Nonexclusive right of way includes operations in mixed traffic, transit mall and a light rail/pedestrian mall.

- BB. "Low-income families" means a household who earned between 0 and 1.99 times the federal Poverty level in 199.
- CC. "Low-income populations" means any readily identifiable group of low-income persons who live in geographic proximity and, if circumstances warrant, geographically dispersed or transient persons (such as migrant workers or Native Americans) who would be similarly affected by a TSP.
- DD. "Major driveway" means a driveway that:
1. Intersects with a public street that is controlled, or is to be controlled in the planning period, by a traffic signal;
 2. Intersects with an existing or planned arterial or collector street; or
 3. Would be an extension of an existing or planned local street, or of another major driveway.
- EE. "Major transit stop" means transit centers, high capacity transit stations, major bus stops, inter-city bus passenger terminals, inter-city rail passenger terminals and bike-transit facilities, all as shown on Figure 2.15 of the Regional Transportation Plan.
- FF. "Median" means the center portion of public right-of-way, located between opposing directions of motor vehicle travel lanes. A median is usually raised and may be landscaped, and usually incorporates left turn lanes for motor vehicles at intersections and major access points.
- GG. "Metro" means the regional government of the metropolitan area, the elected Metro Council as the policy-setting body of the government.
- HH. "Metro boundary" means the jurisdictional boundary of Metro, the elected regional government of the metropolitan area.
- II. "Minority" means a person who is:
1. Black (having origins in any of the black racial groups of Africa);
 2. Hispanic (of Mexican, Puerto Rican, Cuban, Central or South American or other Spanish culture or origin, regardless of race);

3. Asian American (having origins in any of the original peoples of the Far East, Southeast Asia, the Indian subcontinent or the Pacific Islands);
 4. American Indian and Alaska Native (having origins in any of the original peoples of North American and who maintain cultural identification through tribal affiliation or community recognition); or
 5. Native Hawaiian or Other Pacifica Islander (having origins in any of the original peoples of Hawaii, Guam, Samoa or other Pacific Islands).
- JJ. "Minority population" means any readily identifiable group of minority persons who live in geographic proximity and, if circumstances warrant, geographically dispersed or transient persons (such as migrant workers or Native Americans) who would be similarly affected by a TSP.
- KK. "Mixed-use development" includes areas of a mix of at least two of the following land uses and includes multiple tenants or ownerships: residential, retail and office. This definition excludes large, single-use land uses such as colleges, hospitals, and business campuses. Minor incidental land uses that are accessory to the primary land use should not result in a development being designated as "mixed-use development." The size and definition of minor incidental, accessory land uses allowed within large, single-use developments should be determined by cities and counties through their comprehensive plans and implementing ordinances.
- LL. "Mobility" means the speed at which a given mode of travel operates in a specific location.
- MM. "Mode-split target" means the individual percentage of public transportation, pedestrian, bicycle and shared-ride trips expressed as a share of total person-trips.
- NN. "Motor vehicle" means automobiles, vans, public and private buses, trucks and semi-trucks, motorcycles and mopeds.
- OO. "Motor vehicle level-of-service" means a measurement of congestion as a share of designed motor vehicle capacity of a road.

- PP. "Multi-modal" means transportation facilities or programs designed to serve many or all methods of travel, including all forms of motor vehicles, public transportation, bicycles and walking.
- QQ. "Narrow street design" means streets with less than 46 feet of total right-of-way and no more than 28 feet of pavement width between curbs.
- RR. "Near a major transit stop" means a parcel or ownership that is within 300 feet of a major transit stop.
- SS. "Non-SOV modal target" means a target for the percentage of total trips made in a defined area by means other than a private passenger vehicles carrying one occupant.
- TT. "Performance measure" means a measurement derived from technical analysis aimed at determining whether a planning policy is achieving the expected outcome or intent associated with the policy.
- UU. "Person-trips" means the total number of discrete trips by individuals using any mode of travel.
- VV. "Refinement plan" means an amendment to a transportation system plan which determines at a systems level the function, mode or general location of a transportation facility, service or improvement, deferred during system planning because detailed information needed to make the determination could not be reasonably obtained at that time.
- WW. "Regional vehicle trips" are trips that are greater than five miles in length.
- XX. "Residential Parking District" is a designation intended to protect residential areas from spillover parking generated by adjacent commercial, employment or mixed use areas, or other uses that generate a high demand for parking.
- YY. "RFP" means Metro's Regional Framework Plan adopted pursuant to ORS chapter 268.
- ZZ. "Routine repair and maintenance" means activities directed at preserving an existing allowed use or facility, without expanding the development footprint or site use.

- AAA. "RTFP" means this Regional Transportation Functional Plan.
- BBB. "Shared-ride" means private passenger vehicles carrying more than one occupant.
- CCC. "Significant increase in Single Occupancy Vehicle (SOV) capacity for multi-modal arterials" means an increase in SOV capacity created by the construction of additional general purpose lanes totaling 1/2 lane miles or more in length. General purpose lanes are defined as through travel lanes or multiple turn lanes. This also includes the construction of a new general purpose arterial facility on a new location. Lane tapers are not included as part of the general purpose lane. An increase in SOV capacity associated with a safety project is considered significant only if the safety deficiency is totally related to traffic congestion. Significant increases in SOV capacity should be assessed for individual facilities rather than for the planning area.
- DDD. "Significant increase in Single Occupancy Vehicle (SOV) capacity for regional through-route freeways" means an increase in SOV capacity created by the construction of additional general purpose lanes other than that resulting from a safety project or a project solely intended to eliminate a bottleneck. An increase in SOV capacity associated with the elimination of a bottleneck is considered significant only if such an increase provides a highway section SOV capacity greater than ten percent over that provided immediately upstream of the bottleneck. An increase in SOV capacity associated with a safety project is considered significant only if the safety deficiency is totally related to traffic congestion. Construction of a new general purpose highway facility on a new location also constitutes a significant increase in SOV capacity. Significant increase in SOV capacity should be assessed for individual facilities rather than for the planning area.
- EEE. "SOV" means a private motorized passenger vehicle carrying one occupant (single-occupancy vehicle).
- FFF. "Substantial compliance" means city and county comprehensive plans and implementing ordinances, on the whole, conform with the purposes of the performance standards in the functional plan and any failure to meet individual performance standard requirements is technical or minor in nature.

- GGG. "Throughway" means limited-access facilities that serve longer-distance motor vehicle and freight trips and provide interstate, intrastate and cross-regional travel.
- HHH. "TPR" means the administrative rule entitled Transportation Planning Rule adopted by the Land Conservation and Development to implement statewide planning Goal 12, Transportation.
- III. "Traffic calming" means street design or operational features intended to maintain a given motor vehicle travel speed.
- JJJ. "Transportation system management and operations" (TSMO) means programs and strategies that will allow the region to more effectively and efficiently manage existing and new multi-modal transportation facilities and services to preserve capacity and improve safety, security and reliability. TSMO has two components: (1) transportation system management, which focuses on making facilities better serve users by improving efficiency, safety and capacity; and (2) transportation demand management, which seeks to modify travel behavior in order to make more efficient use of facilities and services and enable users to take advantage of everything the transportation system offers.
- KKK. "TriMet" means the regional service district that provide public mass transit to the region.
- LLL. "TSP" means a transportation system plan adopted by a city or county.
- MMM. "UGB" means an urban growth boundary adopted pursuant to ORS 268.390(3).
- NNN. "Update" means TSP amendments that change the planning horizon and apply broadly to a city or county and typically entails changes that need to be considered in the context of the entire TSP, or a substantial geographic area.
- OOO. "Woonerf" means a street or group of streets on which pedestrians and bicyclists have legal priority over motor vehicles.

Table 3.08-1

Regional Non-SOV Modal Targets (share of average weekday trips for the year 2035)

2040 Design Type	Non-drive alone modal target
Portland central city	60-70%
Regional centers Town centers Main streets Station communities Corridors Passenger intermodal facilities	45-55%
Industrial areas Freight intermodal facilities Employment areas Inner neighborhoods Outer neighborhoods	40-45%

Table 3.08-2
Interim Regional Mobility Policy
 Deficiency Thresholds and Operating Standards

Location	Standard Mid-Day One-Hour Peak ^A	Standard PM 2-Hour Peak ^A	
		1st Hour	2nd Hour
Central City Regional Centers Town Centers Main Streets Station Communities	.99	1.1	.99
Corridors Industrial Areas Intermodal Facilities Employment Areas Inner Neighborhoods Outer Neighborhoods	.90	.99	.99
I-84 (from I-5 to I-205)	.99	1.1	.99
I-5 North (from Marquam Bridge to Interstate Bridge)	.99	1.1	.99
OR 99E (from Lincoln Street to OR 224 interchange)	.99	1.1	.99
US 26 (from I-405 to Sylan interchange)	.99	1.1	.99
I-405 ^B (I-5 South to I-5 North)	.99	1.1	.99
Other Principal Arterial Routes I-205 ^B I-84 (east of I-205) I-5 (Marquam Bridge to Wilsonville) ^B OR 217 US 26 (west of Sylan) US 30 OR 8 (Murray Boulevard to Brookwood Avenue) ^B OR 212 OR 224 OR 47 OR 213	.90	.99	.99

A. The volume-to-capacity ratios in the table are for the highest two consecutive hours of weekday traffic volumes. The mid-day peak hour as the highest 60-minute period between the hours of 9 a.m. and 3 p.m. The 2nd hour is defined as the single 60-minute period either before or after the peak 60 minute period, whichever is highest.

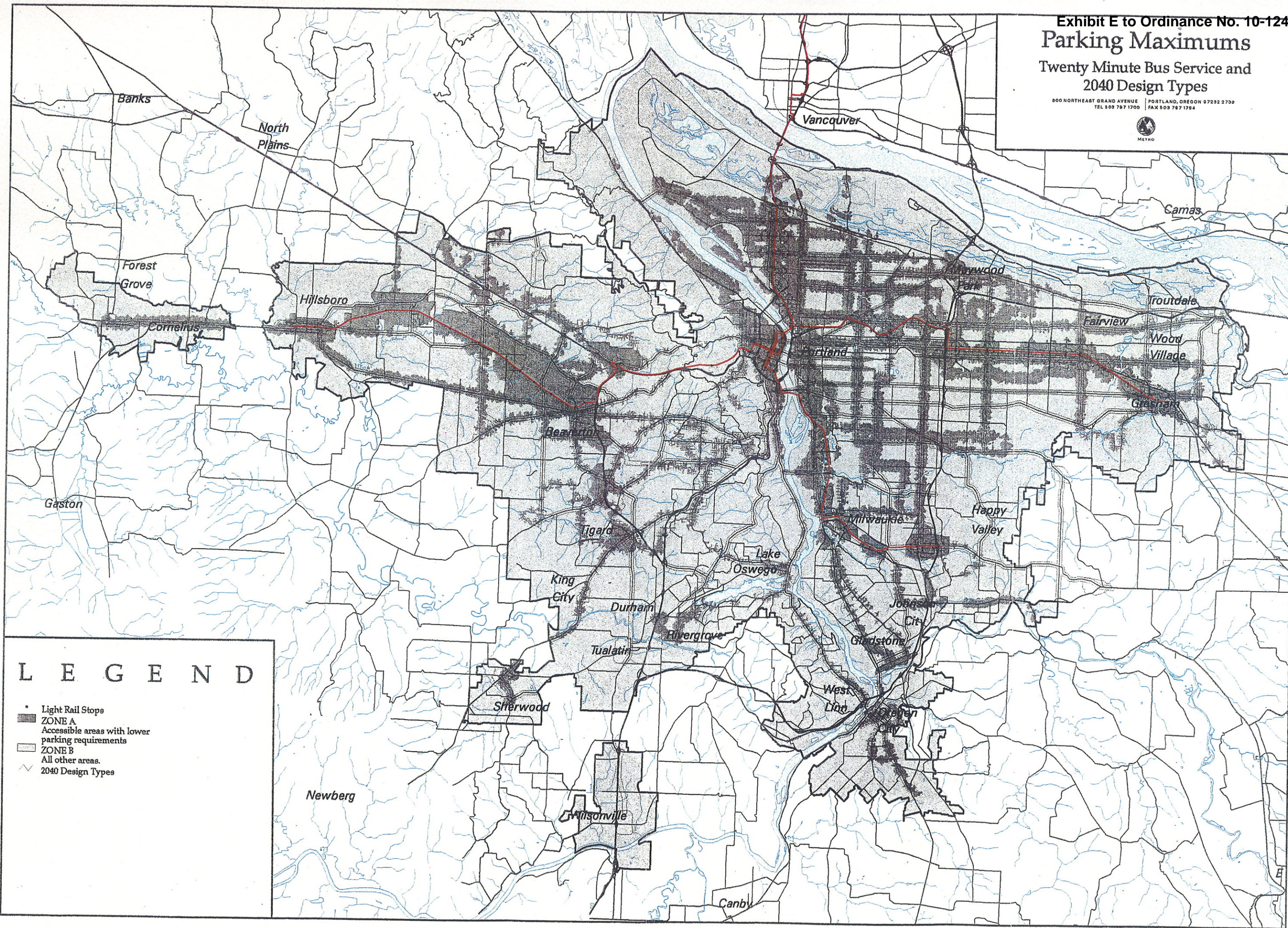
B. Thresholds shown are for interim purposes only; a corridor refinement plan for these corridors is required in Chapter 6 of the RTP, and will include a recommended mobility policy for each corridor.

Table 3.08-3 - Regional Parking Ratios			
(parking ratios are based on spaces per 1,000 sq. ft of gross leasable area unless otherwise stated)			
Land Use	Minimum Parking Requirements (See Central City Transportation Management Plan for downtown Portland stds)	Maximum Permitted Parking - Zone A:	Maximum Permitted Parking Ratios - Zone B:
	Requirements May Not Exceed	Transit and Pedestrian Accessible Areas ¹	Rest of Region
General Office (includes Office Park, "Flex-Space", Government Office & misc. Services) (gsf)	2.7	3.4	4.1
Light Industrial Industrial Park Manufacturing (gsf)	1.6	None	None
Warehouse (gross square feet; parking ratios apply to warehouses 150,000 gsf or greater)	0.3	0.4	0.5
Schools: College/ University & High School (spaces/# of students and staff)	0.2	0.3	0.3
Tennis Racquetball Court	1.0	1.3	1.5
Sports Club/Recreation Facilities	4.3	5.4	6.5
Retail/Commercial, including shopping centers	4.1	5.1	6.2
Bank with Drive-In	4.3	5.4	6.5
Movie Theater (spaces/number of seats)	0.3	0.4	0.5
Fast Food with Drive Thru	9.9	12.4	14.9
Other Restaurants	15.3	19.1	23
Place of Worship (spaces/seats)	0.5	0.6	0.8
Medical/Dental Clinic	3.9	4.9	5.9
Residential Uses			
Hotel/Motel	1	none	none
Single Family Detached	1	none	none
Residential unit, less than 500 square feet per unit, one bedroom	1	none	none
Multi-family, townhouse, one bedroom	1.25	none	none
Multi-family, townhouse, two bedroom	1.5	none	none
Multi-family, townhouse, three bedroom	1.75	none	none

¹ Ratios for uses not included in this table would be determined by cities and counties. In the event that a local government proposes a different measure, for example, spaces per seating area for a restaurant instead of gross leasable area, Metro may grant approval upon a demonstration by the local government that the parking space requirement is substantially similar to the regional standard.

Exhibit E to Ordinance No. 10-1241
Parking Maximums
 Twenty Minute Bus Service and
 2040 Design Types

800 NORTHEAST GRAND AVENUE | PORTLAND, OREGON 97232 2700
 TEL 503 787 1700 | FAX 503 787 1794



LEGEND

- Light Rail Stops
- ZONE A
Accessible areas with lower parking requirements
- ZONE B
All other areas.
- ~ 2040 Design Types

Exhibit F to Ordinance No. 10-1241

Exhibit F to Ordinance No. 10-1241

Title 2 of the Urban Growth Management Functional Plan is repealed.

~~TITLE 2: REGIONAL PARKING POLICY~~

~~3.07.210 Intent~~

~~The State's Transportation Planning Rule calls for reductions in vehicle miles traveled per capita and restrictions on construction of new parking spaces as a means of responding to transportation and land use impacts of growth. The Metro 2040 Growth Concept calls for more compact development as a means to encourage more efficient use of land, promote non auto trips and protect air quality. In addition, the federally mandated air quality plan adopted by the state relies on the 2040 Growth Concept fully achieving its transportation objectives. Notably, the air quality plan relies upon reducing vehicle trips per capita and related parking spaces through minimum and maximum parking ratios. This title addresses these state and federal requirements and preserves the quality of life of the region.~~

~~A compact urban form requires that each use of land is carefully considered and that more efficient forms are favored over less efficient ones. Parking, especially that provided in new developments, can result in a less efficient land usage and lower floor to area ratios. Parking also has implications for transportation. In areas where transit is provided or other non-auto modes (walking, biking) are convenient, less parking can be provided and still allow accessibility and mobility for all modes, including autos. Reductions in auto trips when substituted by non auto modes can reduce congestion and increase air quality.~~

~~3.07.220 Performance Standard~~

~~A. Cities and counties are hereby required to amend their comprehensive plans and implementing regulations, if necessary, to meet or exceed the following minimum standards:~~

- ~~1. Cities and counties shall require no more parking than the minimum as shown on Table 3.07-2, Regional Parking Ratios, attached hereto; and~~

Exhibit F to Ordinance No. 10-1241

~~2. Cities and counties shall establish parking maximums at ratios no greater than those listed in the Regional Parking Ratios Table and as illustrated in the Parking Maximum Map. The designation of A and B zones on the Parking Maximum Map should be reviewed after the completion of the Regional Transportation Plan and every three years thereafter. If 20 minute peak hour transit service has become available to an area within a one-quarter mile walking distance for bus transit or one-half mile walking distance for light rail transit, that area shall be added to Zone A. If 20 minute peak hour transit service is no longer available to an area within a one-quarter mile walking distance for bus transit or one-half mile walking distance for light rail transit, that area shall be removed from Zone A. Cities and counties should designate Zone A parking ratios in areas with good pedestrian access to commercial or employment areas (within 1/3 mile walk) from adjacent residential areas.~~

~~3. Cities and counties shall establish an administrative or public hearing process for considering ratios for individual or joint developments to allow a variance for parking when a development application is received which may result in approval of construction of parking spaces either in excess of the maximum parking ratios; or less than the minimum parking ratios.~~

~~Cities and counties may grant a variance from any maximum parking ratios through a variance process.~~

~~B. Free surface parking spaces shall be subject to the regional parking maximums provided for Zone A and Zone B. Parking spaces in parking structures, fleet parking, parking for vehicles that are for sale, lease, or rent, employee car pool parking spaces, dedicated valet parking spaces, spaces that are user paid, market rate parking or other high efficiency parking management alternatives may be exempted from maximum parking standards by cities and counties. Sites that are proposed for redevelopment may be allowed to phase in reductions as a local option. Where mixed land uses are proposed, cities and counties shall provide for blended parking rates. It is recommended that cities and counties count adjacent on-street parking spaces, nearby public parking and shared parking toward required parking minimum standards.~~

Exhibit F to Ordinance No. 10-1241

- ~~C. Cities and counties may use categories or measurement standards other than those in the Regional Parking Ratios Table, but must provide findings that the effect of the local regulations will be substantially the same as the application of the Regional Parking Ratios.~~
- ~~D. Cities and counties shall provide data to Metro on an annual basis that demonstrates compliance with the minimum and maximum parking standards, including the application of any variances to the regional standards in this title. Coordination with Metro collection of other building data should be encouraged.~~
- ~~E. Cities and counties shall provide for the designation of residential parking districts in local comprehensive plans or implementing ordinances.~~
- ~~F. Cities and counties shall amend their comprehensive plans and implementing regulations to require that parking lots more than 3 acres in size provide street like features along major driveways; including curbs, sidewalks, and street trees or planting strips. Major driveways in new residential and mixed use areas shall meet the connectivity standards for full street connections as described in Section 6.4.5 of the 2000 Regional Transportation Plan.~~
- ~~G. Cities and counties shall amend their comprehensive plans and implementing regulations to incorporate the requirements contained in Section 3.07.220(A)-(E) within one year of adoption of the 2000 Regional Transportation Plan.~~

Exhibit F to Ordinance No. 10-1241

Table 3.07-2-- Regional Parking Ratios			
(Section 3.07.220(A)(1))			
(parking ratios are based on spaces per 1,000 sq. ft of gross leasable area unless otherwise stated)			
Land Use	Minimum Parking Requirements (See Central City Transportation Management Plan for downtown Portland stds)	Maximum Permitted Parking --Zone A:	Maximum Permitted Parking Ratios --Zone B:
	Requirements May Not Exceed	Transit and Pedestrian Accessible Areas [†]	Rest of Region
General Office (includes Office Park, "Flex-Space", Government Office & misc. Services) (gsf)	2.7	3.4	4.1
Light Industrial Industrial Park Manufacturing (gsf)	1.6	None	None
Warehouse (gross square feet; parking ratios apply to warehouses 150,000 gsf or greater)	0.3	0.4	0.5
Schools: College/ University & High School (spaces/# of students and staff)	0.2	0.3	0.3
Tennis Racquetball Court	1.0	1.3	1.5
Sports Club/Recreation Facilities	4.3	5.4	6.5
Retail/Commercial, including shopping centers	4.1	5.1	6.2
Bank with Drive-In	4.3	5.4	6.5
Movie Theater (spaces/number of seats)	0.3	0.4	0.5
Fast Food with Drive Thru	9.9	12.4	14.9
Other Restaurants	15.3	19.1	23
Place of Worship (spaces/seats)	0.5	0.6	0.8
Medical/Dental Clinic	3.9	4.9	5.9
Residential Uses			
Hotel/Motel	1	none	none
Single Family Detached	1	none	none
Residential unit, less than 500 square feet per unit, one bedroom	1	none	none
Multi-family, townhouse, one bedroom	1.25	none	none
Multi-family, townhouse, two bedroom	1.5	none	none
Multi-family, townhouse, three bedroom	1.75	none	none

[†]-Ratios for uses not included in this table would be determined by cities and counties. In the event that a local government proposes a different measure, for example, spaces per seating area for a restaurant instead of gross leasable area, Metro may grant approval upon a demonstration by the local government that the parking space requirement is substantially similar to the regional standard.

EXHIBIT G TO ORDINANCE NO. 10-1241

CHAPTER 2

REGIONAL FRAMEWORK PLAN

The policies of Chapter 2, Transportation, are amended as follows:

Policies

~~The following section contains the policies for regional transportation. It should be noted that implementation of these policies is through the Regional Transportation Plan, a Metro functional plan that includes both recommendations and requirements for cities and counties of the region.~~

2.1 — Public Involvement

~~It is the policy of the Metro Council to:~~

~~2.1.1 — Provide complete information, timely public notice, full public access to key decisions and support broad-based, early and continuing involvement of the public in all aspects of the transportation planning process that is consistent with Metro's adopted local public involvement policy for transportation planning. This includes involving those traditionally under-served by the existing system, those traditionally under-represented in the transportation process, the general public, and local, regional and state jurisdictions that own and operate the region's transportation system.~~

2.2 — Intergovernmental Coordination

~~It is the policy of the Metro Council to:~~

~~2.2.1 — Coordinate among the local, regional and state jurisdictions that own and operate the region's transportation system to better provide for state and regional transportation needs.~~

2.3 — Urban Form

~~It is the policy of the Metro Council to:~~

~~2.3.1 — Facilitate implementation of the 2040 Growth Concept with specific strategies that address mobility and accessibility needs and use transportation investments to leverage the 2040 Growth Concept.~~

2.4 — Consistency Between Land Use and Transportation Planning

~~It is the policy of the Metro Council to:~~

~~2.4.1 — Ensure the identified function, capacity and level of service of transportation facilities are consistent with applicable regional land use and transportation policies as well as the adjacent land use patterns.~~

EXHIBIT G TO ORDINANCE NO. 10-1241

~~2.5 — Barrier-Free Transportation~~

~~It is the policy of the Metro Council to:~~

- ~~2.5.1 — Provide access to more and better transportation choices for travel throughout the region and serve special access needs for all people, including youth, elderly and disabled.~~

~~2.6 — Interim Job Access and Reverse Commute Policy~~

~~It is the policy of the Metro Council to:~~

- ~~2.6.1 — Serve the transit and transportation needs of the economically disadvantaged in the region by connecting low income populations with employment areas and related social services.~~

~~2.7 — Transportation Safety and Education~~

~~It is the policy of the Metro Council to:~~

- ~~2.7.1 — Improve the safety of the transportation system. Encourage bicyclists, motorists and pedestrians to share the road safely.~~

~~2.8 — The Natural Environment~~

~~It is the policy of the Metro Council to:~~

- ~~2.8.1 — Protect the region's natural environment.~~

~~2.9 — Water Quality~~

~~It is the policy of the Metro Council to:~~

- ~~2.9.1 — Protect the region's water quality.~~

~~2.10 — Clean Air~~

~~It is the policy of the Metro Council to:~~

- ~~2.10.1 — Protect and enhance air quality so that as growth occurs, human health and visibility of the Cascades and the Coast Range from within the region is maintained.~~

~~2.11 — Energy Efficiency~~

~~It is the policy of the Metro Council to:~~

- ~~2.11.1 — Plan transportation systems that promote efficient use of energy.~~

~~2.12 — Regional Street Design~~

~~It is the policy of the Metro Council to:~~

EXHIBIT G TO ORDINANCE NO. 10-1241

~~2.12.1 Plan regional streets with a modal orientation that reflects the function and character of surrounding land uses, consistent with regional street design concepts.~~

~~2.13 Local Street Design~~

~~It is the policy of the Metro Council to:~~

~~2.13.1 Plan local street systems to complement planned land uses and to reduce dependence on major streets for local circulation, consistent with Section 6.4.5 in Chapter 6 of this plan.~~

~~2.14 Regional Motor Vehicle System~~

~~It is the policy of the Metro Council to:~~

~~2.14.1 Plan for a regional motor vehicle system of arterials and collectors that connect the central city, regional centers, industrial areas and intermodal facilities, and other regional destinations, and provide mobility within and through the region.~~

~~2.15 Regional Public Transportation System~~

~~It is the policy of the Metro Council to:~~

~~2.15.1 Plan for an appropriate level, quality and range of public transportation options to serve this region and support implementation of the 2040 Growth Concept.~~

~~2.16 Public Transportation Awareness and Education~~

~~It is the policy of the Metro Council to:~~

~~2.16.1 Expand the amount of information available about public transportation to allow more people to use the system.~~

~~2.17 Public Transportation Safety and Environmental Impacts~~

~~It is the policy of the Metro Council to:~~

~~2.17.1 Continue efforts to make public transportation an environmentally friendly and safe form of motorized transportation.~~

~~2.18 Regional Public Transportation Performance~~

~~It is the policy of the Metro Council to:~~

~~2.18.1 Plan for transit service that is fast, reliable and has competitive travel times compared to the automobile.~~

EXHIBIT G TO ORDINANCE NO. 10-1241

2.19 — Special Needs Public Transportation

It is the policy of the Metro Council to:

~~2.19.1 Provide an appropriate level, quality and range of public transportation options to serve the variety of special needs individuals in this region and support the implementation of the 2040 Growth Concept.~~

~~2.19.2 Provide a seamless and coordinated public transportation system for the special needs population.~~

~~2.19.3 Encourage the location of elderly and disabled facilities in areas with existing transportation services and pedestrian amenities.~~

2.20 — Regional Freight System

It is the policy of the Metro Council to:

~~2.20.1 Plan for efficient, cost-effective and safe movement of freight in and through the region.~~

2.21 — Regional Freight System Investments

It is the policy of the Metro Council to:

~~2.21.1 Protect and enhance public and private investments in the freight network.~~

2.22 — Regional Bicycle System Connectivity

It is the policy of the Metro Council to:

~~2.22.1 Plan for a continuous regional network of safe and convenient bikeways connected to other transportation modes and local bikeway systems, consistent with regional street design guidelines.~~

2.23 — Regional Bicycle System Mode Share and Accessibility

It is the policy of the Metro Council to:

~~2.23.1 Increase the bicycle mode share throughout the region and improve bicycle access to the region's public transportation system.~~

2.24 — Regional Pedestrian System

It is the policy of the Metro Council to:

~~2.24.1 Plan the pedestrian environment to be safe, direct, convenient, attractive and accessible for all users.~~

EXHIBIT G TO ORDINANCE NO. 10-1241

2.25 — Regional Pedestrian Mode Share

It is the policy of the Metro Council to:

- 2.25.1 Increase walking for short trips and improve pedestrian access to the region's public transportation system through pedestrian improvements and changes in land use patterns, designs and densities.

2.26 — Regional Pedestrian Access and Connectivity

It is the policy of the Metro Council to:

- 2.26.1 Plan for direct pedestrian access, appropriate to existing and planned land uses, street design classification and public transportation, as a part of all transportation projects.

2.27 — Transportation System Management

It is the policy of the Metro Council to:

- 2.27.1 Use transportation system management techniques to optimize performance of the region's transportation systems. Mobility will be emphasized on corridor segments between 2040 Growth Concept primary land use components. Access and livability will be emphasized within such designations. Selection of appropriate transportation system techniques will be according to the functional classification of corridor segments.

2.28 — Regional Transportation Demand Management

It is the policy of the Metro Council to:

- 2.28.1 Enhance mobility and support the use of alternative transportation modes by improving regional accessibility to public transportation, carpooling, telecommuting, bicycling and walking options.

2.29 — Regional Parking Management

It is the policy of the Metro Council to:

- 2.29.1 Manage and optimize the efficient use of public and commercial parking in the central city, regional centers, town centers, main streets and employment centers to support the 2040 Growth Concept and related RTP policies and objectives.

2.30 — Peak Period Pricing

It is the policy of the Metro Council to:

- 2.30.1 Manage and optimize the use of highways in the region to reduce congestion, improve mobility and maintain accessibility within limited financial resources.

EXHIBIT G TO ORDINANCE NO. 10-1241

~~2.31 — Transportation Funding~~

~~It is the policy of the Metro Council to:~~

~~2.31.1 Ensure that the allocation of fiscal resources is driven by both land use and transportation benefits.~~

~~2.32 — 2040 Growth Concept Implementation~~

~~It is the policy of the Metro Council to:~~

~~2.32.1 Implement a regional transportation system that supports the 2040 Growth Concept through the selection of complementary transportation projects and programs.~~

~~2.33 — Transportation System Maintenance and Preservation~~

~~It is the policy of the Metro Council to:~~

~~2.33.1 Emphasize the maintenance, preservation and effective use of transportation infrastructure in the selection of the RTP projects and programs.~~

~~2.34 — Transportation Safety~~

~~It is the policy of the Metro Council to:~~

~~2.34.1 Anticipate and address system deficiencies that threaten the safety of the traveling public in the implementation of the RTP.~~

Goal 1: Foster Vibrant Communities and Efficient Urban Form

Land use and transportation decisions are linked to optimize public investments and support active transportation options and jobs, schools, shopping, services, recreational opportunities and housing proximity.

- **Objective 1.1 Compact Urban Form and Design** - Use transportation investments to reinforce growth in and multi-modal access to 2040 Target Areas and ensure that development in 2040 Target Areas is consistent with and supports the transportation investments.
- **Objective 1.2 Parking Management** – Minimize the amount and promote the efficient use of land dedicated to vehicle parking.
- **Objective 1.3 Affordable Housing** – Support the preservation and production of affordable housing in the region.

Goal 2: Sustain Economic Competitiveness and Prosperity

Multi-modal transportation infrastructure and services support the region's well-being and a diverse, innovative, sustainable and growing regional and state economy.

- **Objective 2.1 Reliable and Efficient Travel and Market Area Access** - Provide for reliable and efficient multi-modal regional, interstate and intrastate travel and market area access through a seamless and well-connected system of throughways, arterial streets, freight services, transit services and bicycle and pedestrian facilities.

EXHIBIT G TO ORDINANCE NO. 10-1241

- **Objective 2.2 Regional Passenger Connectivity** – Ensure reliable and efficient connections between passenger intermodal facilities and destinations in and beyond the region to improve non-auto access to and from the region and promote the region’s function as a gateway for tourism.
- **Objective 2.3 Metropolitan Mobility** - Maintain sufficient total person-trip and freight capacity among the various modes operating in the Regional Mobility Corridors to allow reasonable and reliable travel times through those corridors.
- **Objective 2.4 Freight Reliability** –Maintain reasonable and reliable travel times and access through the region as well as between freight intermodal facilities and destinations within and beyond the region to promote the region’s function as a gateway for commerce.
- **Objective 2.5 – Job Retention and Creation** – Attract new businesses and family-wage jobs and retain those that are already located in the region.

Goal 3: Expand Transportation Choices

Multi-modal transportation infrastructure and services provide all residents of the region with affordable and equitable options for accessing housing, jobs, services, shopping, educational, cultural and recreational opportunities, and facilitate competitive choices for goods movement for all businesses in the region.

- **Objective 3.1 Travel Choices** - Achieve modal targets for increased walking, bicycling, use of transit and shared ride and reduced reliance on the automobile and drive alone trips.
- **Objective 3.2 Vehicle Miles of Travel** - Reduce vehicle miles traveled per capita.
- **Objective 3.3 Equitable Access and Barrier Free Transportation** - Provide affordable and equitable access to travel choices and serve the needs of all people and businesses, including people with low income, children, elders and people with disabilities, to connect with jobs, education, services, recreation, social and cultural activities.
- **Objective 3.4 Shipping Choices** – Support multi-modal freight transportation system that includes air cargo, pipeline, trucking, rail, and marine services to facilitate competitive choices for goods movement for businesses in the region.

Goal 4: Emphasize Effective and Efficient Management of the Transportation System

Existing and future multi-modal transportation infrastructure and services are well-managed to optimize capacity, improve travel conditions and address air quality goals.

- **Objective 4.1 Traffic Management** – Apply technology solutions to actively manage the transportation system.
- **Objective 4.2 Traveler Information** – Provide comprehensive real-time traveler information to people and businesses in the region.
- **Objective 4.3 Incident Management** – Improve traffic incident detection and clearance times on the region’s transit, arterial and throughways networks.
- **Objective 4.4 Demand Management** – Implement services, incentives and supportive infrastructure to increase telecommuting, walking, biking, taking transit, and carpooling, and shift travel to off-peak periods.
- **Objective 4.5 Value Pricing** – Consider a wide range of value pricing strategies and techniques as a management tool, including but not limited to parking management to encourage walking, biking and transit ridership and selectively promote short-term and long-term strategies as appropriate.

EXHIBIT G TO ORDINANCE NO. 10-1241

Goal 5: Enhance Safety and Security

Multi-modal transportation infrastructure and services are safe and secure for the public and goods movement.

- **Objective 5.1 Operational and Public Safety** - Reduce fatalities, serious injuries and crashes per capita for all modes of travel.
- **Objective 5.2 Crime** - Reduce vulnerability of the public, goods movement and critical transportation infrastructure to crime.
- **Objective 5.3 Terrorism, Natural Disasters and Hazardous Material Incidents** - Reduce vulnerability of the public, goods movement and critical transportation infrastructure to acts of terrorism, natural disasters, hazardous material spills or other hazardous incidents.

Goal 6: Promote Environmental Stewardship

Promote responsible stewardship of the region's natural, community, and cultural resources.

- **Objective 6.1 Natural Environment** – Avoid or minimize undesirable impacts on fish and wildlife habitat conservation areas, wildlife corridors, significant flora and open spaces.
- **Objective 6.2 Clean Air** – Reduce transportation-related vehicle emissions to improve air quality so that as growth occurs, the view of the Cascades and the Coast Range from within the region are maintained.
- **Objective 6.3 Water Quality and Quantity** – Protect the region's water quality and natural stream flows.
- **Objective 6.4 Energy and Land Consumption** - Reduce transportation-related energy and land consumption and the region's dependence on unstable energy sources.
- **Objective 6.5 Climate Change** – Reduce transportation-related greenhouse gas emissions.

Goal 7: Enhance Human Health

Multi-modal transportation infrastructure and services provide safe, comfortable and convenient options that support active living and physical activity, and minimize transportation-related pollution that negatively impacts human health.

- **Objective 7.1 Active Living** – Provide safe, comfortable and convenient transportation options that support active living and physical activity to meet daily needs and access services.
- **Objective 7.2 Pollution Impacts** – Minimize noise, impervious surface and other transportation-related pollution impacts on residents in the region to reduce negative health effects.

Goal 8: Ensure Equity

The benefits and adverse impacts of regional transportation planning, programs and investment decisions are equitably distributed among population demographics and geography, considering different parts of the region and census block groups with different incomes, races and ethnicities.

- **Objective 8.1 Environmental Justice** – Ensure benefits and impacts of investments are equitably distributed by population demographics and geography.

EXHIBIT G TO ORDINANCE NO. 10-1241

- **Objective 8.2 Coordinated Human Services Transportation Needs** - Ensure investments in the transportation system provide a full range of affordable options for people with low income, elders and people with disabilities consistent with the Tri-County Coordinated Human Services Transportation Plan (CHSTP).
- **Objective 8.3 Housing Diversity** - Use transportation investments to achieve greater diversity of housing opportunities by linking investments to measures taken by the local governments to increase housing diversity.
- **Objective 8.4 Transportation and Housing Costs**– Reduce the share of households in the region spending more than 50 percent of household income on housing and transportation combined.

Goal 9: Ensure Fiscal Stewardship

Regional transportation planning and investment decisions ensure the best return on public investments in infrastructure and programs.

- **Objective 9.1 Asset Management**– Adequately repair and maintain transportation facilities and services to preserve their function, maintain their useful life and eliminate maintenance backlogs.
- **Objective 9.2 Maximize Return on Public Investment** - Make transportation investment decisions that use public resources effectively and efficiently, using performance-based planning.
- **Objective 9.3 Stable and Innovative Funding** – Stabilize existing transportation revenue while securing new and innovative long-term sources of funding adequate to build, operate and maintain the regional transportation system for all modes of travel at the federal, state, regional and local level.

Goal 10: Deliver Accountability

The region’s government, business, institutional and community leaders work together in an open and transparent manner so the public has meaningful opportunities for input on transportation decisions and experiences an integrated, comprehensive system of transportation facilities and services that bridge governance, institutional and fiscal barriers.

- **Objective 10.1 Meaningful Input Opportunities** - Provide meaningful input opportunities for interested and affected stakeholders, including people who have traditionally been underrepresented, resource agencies, business, institutional and community stakeholders, and local, regional and state jurisdictions that own and operate the region’s transportation system in plan development and review.
- **Objective 10.2 Coordination and Cooperation** - Ensure representation in regional transportation decision-making is equitable from among all affected jurisdictions and stakeholders and improve coordination and cooperation among the public and private owners and operators of the region’s transportation system so the system can function in a coordinated manner and better provide for state and regional transportation needs.

Exhibit H to Ordinance No. 10-1241
Findings of Fact and Conclusions of Law

Under development

STAFF REPORT

IN CONSIDERATION OF ORDINANCE NO. 10-1241 FOR THE PURPOSE OF AMENDING THE 2004 REGIONAL TRANSPORTATION PLAN TO COMPLY WITH STATE LAW; TO ADD THE REGIONAL TRANSPORTATION SYSTEMS MANAGEMENT AND OPERATIONS ACTION PLAN, THE REGIONAL FREIGHT PLAN AND THE HIGH CAPACITY TRANSIT SYSTEM PLAN; TO AMEND THE REGIONAL TRANSPORTATION FUNCTIONAL PLAN AND ADD IT TO THE METRO CODE; TO AMEND THE REGIONAL FRAMEWORK PLAN; AND TO AMEND THE URBAN GROWTH MANAGEMENT FUNCTIONAL PLAN

Date: April 28, 2010

Prepared by: Kim Ellis, 503-797-1617

BACKGROUND

Metro is the regional government responsible for regional land use and transportation planning under state law and the federally-designated metropolitan planning organization (MPO) for the Portland metropolitan area. As the federally-designated MPO, Metro is responsible for updating the RTP every four years, which includes updating goals and policies to guide transportation investments, and compiling a financially constrained list of projects and programs to meet requirements for federal funding. Metro is also responsible for developing a regional transportation system plan (TSP), consistent with Oregon Transportation Planning Rule (TPR) requirements.

Metro's jurisdictional boundary encompasses the urban portions of Multnomah, Washington and Clackamas counties. Metro's planning partners include the 25 cities, three counties and affected special districts of the region, ODOT, Oregon Department of Environmental Quality (DEQ), Port of Portland, South Metro Area Rapid Transit (SMART), TriMet and other interested community, business and advocacy groups as well as state and federal regulatory agencies such as the Federal Highway Administration (FHWA) and Federal Transit Administration (FTA). Metro also coordinates with the City of Vancouver, Clark County Washington, the Port of Vancouver, the Southwest Washington Regional Transportation Council (RTC), C-Tran, the Washington Department of Transportation, the Southwest Washington Air Pollution Control Authority and other Clark County governments on bi-state issues. The Southwest Washington Regional Transportation Council is the federally designated MPO for the Clark County portion of the Portland-Vancouver metropolitan region.

2035 REGIONAL TRANSPORTATION PLAN

The Metro Council initiated the 2035 RTP Update on September 22, 2005 with approval of Resolution No. 05-3610A (for the Purpose of Issuing a Request for Proposals to Develop a Work Scope for an Expanded 2005-08 Regional Transportation Plan Update that Incorporates the "Budgeting for Outcomes" Approach to Establishing Regional Transportation Priorities).

The update involves a new approach that included:

- (1) A strong education component to increase community and stakeholder awareness of the issues facing the region, including a growing population, climate change and economic instability.
- (2) An outcomes-based approach linked to public values to assess implementation of the 2040 Growth Concept and to evaluate and prioritize transportation investments. This approach more fully integrates land use, economic, environmental and transportation objectives in the decision-making process. Central to the RTP is an overall emphasis on outcomes, system completeness and measurable performance to hold the region accountable for making progress toward the region's desired outcomes and state goals for reductions in drive alone trips, vehicle miles

traveled and corresponding GHG emissions. The RTP includes specific performance targets and indicators that will be monitored over time, using this information to determine whether future adjustments to policies and strategies are needed.

- (3) Collaboration with regional partners and key stakeholders to resolve the complex issues inherent in realizing the region's 2040 Growth Concept.

The 2035 RTP updates the policies, projects and strategies for implementing the 2040 Growth Concept and meeting the statewide greenhouse gas emissions reduction targets at the regional and local levels. By 2035, the metro region and surrounding counties are expected to grow by more than one million people and add more than 500,000 jobs, doubling trips on the transportation system.

Through its policies, projects and strategies, the 2035 RTP aims to:

- support the region's vision to use land inside the UGB as efficiently as possible to reduce the need for costly new infrastructure and protect farm and forest lands
- attract jobs and housing to downtowns, main streets and employment areas
- increase safety for all transportation system users
- increase the use of public transit and reduce travel distances and the need to travel by car to help reduce air pollution and our carbon footprint
- complete gaps in existing roads, bridges, transit service, sidewalks and bike facilities
- improve interchanges and strategically add capacity to the region's highway system
- build trails and other connections to make it safer and more convenient to walk and bike
- use technology to make travel safer, more efficient and reliable for cars, trucks and transit

All of these strategies and investments will help the region make the most out of what we have, address growing congestion more comprehensively and make travel more convenient, affordable and reliable for everyone – including businesses and freight shippers. They will also provide real options for walking, biking and using transit and help the region's businesses and industries create and retain jobs and remain competitive.

The following outcomes, endorsed by the Metro Policy Advisory Committee (MPAC) in May 2008 and adopted by the Metro Council in Resolution No. 08-3940, provided the framework for the updated policies, projects and strategies:

Desired outcomes for a successful region

1. People live and work in vibrant communities where they can choose to walk for pleasure and to meet everyday needs.
2. Current and future residents benefit from the region's sustained economic competitiveness and prosperity.
3. People have safe and reliable transportation choices that enhance their quality of life.
4. The region is a leader in minimizing contributions to global warming.
5. Current and future generations enjoy clean air, clean water and healthy ecosystems.
6. The benefits and burdens of growth and change are distributed equitably.

SUMMARY OF DECISION-MAKING PROCESS

Metro's transportation planning activities are guided by a federally mandated decision-making framework known as the metropolitan transportation planning process. Metro leads this process in consultation and coordination with federal, state and local governments, and engagement of other stakeholders with an interest in or who are affected by this planning effort. Metro facilitates this consultation and coordination through four advisory committee bodies—the Joint Policy Advisory Committee on Transportation (JPACT), MPAC, the Transportation Policy Alternatives Committee (TPAC) and the Metro Technical Advisory Committee (MTAC).

The 2035 RTP update process relied on this existing decision-making structure for development, review and adoption of the plan. MPAC, JPACT and the Metro Council made recommendations at key decision points based on input from TPAC, MTAC, the Council-appointed Regional Freight Plan Task Force and the public participation process.

Technical work groups were formed to advise Metro staff on the development of work products throughout the process. Metro technical staff also worked with the Regional Travel Options Subcommittee to TPAC, the Intelligent Transportation Systems (ITS) Subcommittee to TPAC and the Regional Trails Working Group throughout the update process. The Metro Committee for Citizen Involvement provided advice on public engagement activities.

THE 2035 RTP UPDATE PROCESS AND DECISION TIMETABLE

Federal component: 2005-2008

Metro began the 2035 Regional Transportation Plan update in fall 2005, with early scoping that involved regional partners, community organizations and other stakeholders. Work from fall 2006 through fall 2007 included considerable stakeholder and public involvement to determine needs and develop policies that provided a framework to guide the update of the RTP. In fall 2006, Metro held nine stakeholder workshops that engaged 127 individuals and 50 different community organizations and government entities to help shape policy goals. Four of the workshops were held with Metro's existing advisory committees. The other five workshops were held with business and community groups that represented specific public interests, public responsibilities or groups historically underrepresented in transportation planning and decision-making.

To meet planning requirements in the most recent transportation authorization act, the Safe, Accountable, Flexible, Efficient Transportation Equity Act—a Legacy for Users (SAFETEA-LU), Metro consulted with state and federal resource agencies through the collaborative Environmental Transportation Agreement for Streamlining work group. The CETAS group consultation, which was held on October 16, 2007, included representatives from tribal groups, ODOT and 10 state and federal transportation, natural resource, cultural resource and land use planning agencies.

Other work through fall 2007 included technical workshops, informal feedback cards and questionnaires, scientific public opinion surveys, and a formal, 30-day public comment period with open houses and public hearings.

In December 2007, the Metro Council adopted the federal component of the 2035 RTP to meet planning requirements in the most recent transportation authorization act, the Safe, Accountable, Flexible, Efficient Transportation Equity Act—a Legacy for Users (SAFETEA-LU). The U.S. Department of Transportation approved the federal component of the 2035 RTP on March 5, 2008.

State component: 2008-2010

Following approval of the federal RTP, the focus turned to the completion of a final RTP to meet regional and state land use goals and the Oregon Transportation Planning Rule. On May 1, 2008, the LCDC accepted the RTP in the manner of periodic review and approved the work program and timeline for the state component of the RTP, which called for its completion by December 2009.

During 2008 and 2009, RTP work focused on framing and refining transportation and land-use choices as part of the broader *Making the Greatest Place* effort. This comprehensive effort seeks to integrate local and regional land use and transportation investments to focus future population and employment growth in centers, corridors, and employment areas, consistent with the 2040 Growth Concept. This work included the evaluation of different land-use and transportation investment scenarios.

To provide a forum for discussions, MPAC and JPACT held three joint meetings between October and December 2008, to discuss transportation and investment policy choices that would be made in the next year or two. More than 100 people attended the joint meetings, which included the elected officials who are members of those committees, other elected officials, local government staff, non-government partners and members of the interested public. The results of those meetings helped prioritize transportation investments that would best support desired land uses and reduce travel distances.

During January 2009, Metro and Oregon Department of Transportation staff conducted 14 coordination interviews with local transportation agencies to provide information about the RTP's mobility corridor concept and to identify issues within each of the 24 corridors in preparation for future workshops.

Through March and April 2009, Metro and ODOT hosted seven mobility corridor workshops by geographic region to identify common mobility gaps and deficiencies and discuss the desired function of each corridor and individual transportation facilities. These meetings helped to develop a new Mobility Corridor Atlas and identify priority projects.

Metro also convened a bicycle work group to identify policy refinements to respond to public comments received during the federal component of the RTP update and to incorporate active transportation policy recommendations identified by the Blue Ribbon Committee for Trails.

At the same time, Metro and its regional partners continued to work on related planning efforts that will be included in the RTP: the Sunrise Corridor project, the I-5/99W connector study, the Sellwood Bridge study, the High-Capacity Transit (HCT) system plan, the Regional Freight Plan and the Transportation System Management and Operations (TSMO) plan. Metro also worked with communities around the region to identify their local land use, transportation and public infrastructure-related aspirations for managing growth and the investments needed to support them.

The technical analysis and policy development guided further system development and refinement before soliciting projects and funding strategies from the region's 25 cities, three counties, TriMet, South Metro Area Rapid Transit (SMART), Port of Portland and the Oregon Department of Transportation (ODOT) – the region's transportation providers. On June 15, 2009, the Metro Council, in conjunction with JPACT and MPAC, issued a "call for projects" to refine RTP investment priorities. The RTP goals, performance targets and refinement criteria provided policy direction for investment priorities to be brought forward for consideration in the final 2035 RTP.

JPACT-ENDORSED CRITERIA TO REFINE INVESTMENT PRIORITIES

- Make multi-modal travel safe and reliable
- Target investments to support local aspiration and the 2040 Growth Concept
- Provide multi-modal freight mobility and access
- Expand transit coverage and frequency
- Expand active transportation options
- Reduce transportation-related greenhouse gas emissions
- Address transportation needs of underserved communities

Projects were solicited from county coordinating committees, the city of Portland, TriMet, SMART, the Port of Portland and ODOT. Each project sponsor was requested to identify investment priorities consistent with the draft RTP performance targets and criteria, and within the funding target established by JPACT. Projects and programs were requested to come from plans or studies that had been developed through a public process. The solicitation resulted in 1,058 proposed projects with a total estimated cost of \$19.6 billion.

The draft RTP and projects, draft TSMO Plan, draft Regional Freight Plan and draft HCT System Plan summary report and complete list of projects were released for a 30-day public comment period that was held from September 15 to October 15, 2009. The RTP comment package was released as part of the Making the Greatest Place effort and Metro's chief operating officer's recommendation titled "Strategies for a sustainable and prosperous region."

Forty-five days before the opening of the public comment period, electronic notices were distributed to all regional neighborhood associations, citizen participation organizations and interested parties who had asked to be included in Metro's notification lists. The notices included information on how to access the review draft online, dates and times of public open houses and hearings, and instructions on different options for submitting comments.

During the comment period, seven open houses and five public hearings were held. A Spanish interpreter was present at events held in Hillsboro, Gresham and North Portland, where large concentrations of Spanish speakers are known to live. The ability to engage an interpreter at any of the events was promoted in display ads and through a flyer in Spanish that was distributed to organizations that serve Spanish-speaking people in those communities.

On December 17, 2010, the Metro Council approved Resolution No. 09-4099, directing staff to:

- incorporate amendments recommended to respond to public comments received in a final draft RTP
- conduct a final analysis for conformity with the federal Clean Air Act
- prepare findings, and the functional plan amendments needed to implement the new policies and strategies.
- release the final draft RTP 45 days of public comment beginning in March 2010, before MPAC, JPACT and the Metro Council consider approval by ordinance in June 2010.

In early 2010, staff prepared documents to be released for a third and final 45-day public comment period and hearings. Forty-five days before the comment periods opened, electronic notices were sent to all neighborhood associations, citizen participation organizations, jurisdictions, tribes with any potential interest in the area, business and community stakeholders, and all individuals who asked to be included in our list of interested parties announcing the comment period and providing information on how to comment. A second notice was sent when the comment period opened. A public notice was published in *The Oregonian*, the newspaper of record for the metro area, and display ads were published in all ethnic newspapers and community newspapers. A press release was published on the Metro web site and sent to all area media.

Attachment 1 summarizes specific comments and recommendations from the most recent public comment period held from March 22 to May 6, 2010. Attachment 2 is a full public comment report that provides a more detailed summary of the stakeholder and public involvement conducted from Spring 2006 to Spring 2010, including documentation of specific comments received during the most recent public comment period. MPAC, JPACT and the Metro Council considered public comments received prior to action on this ordinance.

ANALYSIS/INFORMATION

1. **Known Opposition:** None known.
2. **Legal Antecedents:** Several Federal, State and regional laws and actions relate to this action.

Federal regulations include:

- Clean Air Act, as amended [42 U.S. C. 7401 and 23 U.S.C. 109(j)], as amended].
- US EPA transportation conformity rules (40 CFR, parts 51 and 93).
- USDOT rules that require Metro to update RTPs on a four-year cycle [23 CFR 450.322(a)].

State regulations include:

- Statewide planning goals.
- Oregon Administrative Rules for Transportation Planning (OAR Chapter 660, Division 12).
- Oregon Transportation Plan and implementing modal plans, including the Oregon Highway Plan.
- Oregon Administrative Rules for Transportation Conformity, (OAR Chapter 340, Division 252).
- 2006 State Implementation Plan (SIP).
- 2006 Portland Area Carbon Monoxide Maintenance Plan and 2007 Portland Area Ozone Maintenance Plan.

Metro legislation includes:

- Resolution 05-3610A, “For the Purpose of Issuing a Request for Proposals to Develop a Work Scope for an Expanded 2005-08 Regional Transportation Plan Update that Incorporates the “Budgeting for Outcomes” Approach to Establishing Regional Transportation Priorities” adopted by the Metro Council on September 22, 2005.
- Resolution No. 06-3661, “For the Purpose of Approving A Work Program For the 2035 Regional Transportation Plan (RTP) Update and Authorizing the Chief Operating Officer to Amend Contract No. 926975)” adopted by the Metro Council on June 15, 2006.
- Resolution No. 07-3793, “For the Purpose of Accepting the Chapter 1 Regional Transportation Policy Framework as the Provisional Draft For the Purpose Of Completing Phase 3 of the 2035 Regional Transportation Plan (RTP) Update” adopted by the Metro Council on March 15, 2007.
- Resolution 07-3831B, “For the Purpose of Approving The Federal Component of the 2035 Regional Transportation Plan (RTP) Update, Pending Air Quality Conformity Analysis” adopted by the Metro Council on December 13, 2007.
- Resolution No. 08-3911, “For the Purpose of Approving the Air Quality Conformity Determination For the Federal Component of the 2035 Regional Transportation Plan and Reconfirming the 2008-2011 Metropolitan Transportation Improvement Program” adopted by the Metro Council on February 28, 2008.
- Resolution No. 08-3940, “For the Purpose of Affirming a Definition of a ‘Successful Region’ and Committing Metro to Work With Regional Partners to Identify Performance Indicators and Targets and to Develop a Decision-Making Process to Create Successful Communities” adopted by the Metro Council on June 26, 2008.
- Resolution No. 09-4052, “For the Purpose of Accepting the Regional High Capacity Transit System Tiers and Corridors, System Expansion Policy Framework and Policy Amendments” adopted by the Metro Council on July 9, 2009.

- Resolution No. 09-4099 “For the Purpose of Accepting the Draft 2035 Regional Transportation Plan, With the Following Elements, For Final Review and Analysis For Air Quality Conformance: The Transportation System Management and Operations Plan; The Regional Freight Plan; The High Capacity Transit System Plan; and The Regional Transportation Functional Plan” adopted by the Metro Council on December 17, 2009.
- Resolution No. 10-4150, “For the Purpose of Approving the Air Quality Conformity Determination for the 2035 Regional Transportation Plan and the 2010-2013 Metropolitan Transportation Improvement Program” adopted by the Metro Council on June 10, 2010.

3. **Anticipated Effects:** With approval, staff will submit the final RTP and findings to LCDC in the manner of periodic review.

4. **Budget Impacts:** There is no financial impact to approval of this ordinance.

RECOMMENDED ACTION

Staff recommends approval of Ordinance No. 10-1241.

**2035 Regional Transportation Plan (RTP)
Summary of Comments Received and Recommendations**

(comments received March 22 through April 28, 2010)

The 2035 Regional Transportation Plan (RTP) Final Public Review Draft and regional plans for freight, transportation system management and operations and high capacity transit were released for final public review from March 22 through May 6, 2010. TPAC and MTAC reviewed the draft regional transportation functional plan on March 26 and April 5, respectively. In addition, members submitted additional comments subsequent to the advisory committee discussions. This document summarizes recommended changes to respond to comments received to date. Additional comments and recommendations may be added to respond to comments received between April 29 and May 6, 2010. New wording is shown in **bold**; deleted words are *crossed out in italics*.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
1	RTFP Title 1: Street System Design	Section 3.08.110: add a description of intent of this section.	TPAC	3/26/10	Amend as requested.
2	RTFP Title 1: Street System Design	Add the following language to Section 3.08.110, "To improve the walking environment along the region's arterial system, each city and county shall incorporate into its TSP a sidewalk network that includes a minimum 5ft sidewalk with a minimum 3ft planted buffer or furnishings zone between the sidewalk and the curb."	TriMet	4/9/10	Amend to add a new section to 3.08.110A to direct local codes to allow for implementation of the regional street design guidelines for all streets (e.g., local, collector, arterial) as follows, " <u>To ensure that new street construction and re-construction projects are designed to improve safety, support adjacent land use and balance the needs of all users, including bicyclists, transit vehicles, motorists, freight delivery vehicles and pedestrians of all ages and abilities, city and county street design regulations shall allow implementation of:</u> <u>1. Complete street designs as set forth in Creating Livable Streets: Street Design Guidelines for 2040 (2nd Edition, 2002), or similar resources consistent with regional street design policies;</u> <u>2. Green street designs such as bio-swales, street trees, and other techniques to manage stormwater within the public right-of-way as set forth in Green Streets: Innovative Solutions for Stormwater and Street Crossings (2002) and Trees for Green Streets: An Illustrated Guide (2002) or similar resources consistent with federal regulations for stream protection; and</u> <u>3. Transit-supportive street designs that facilitate existing and planned transit service pursuant subsection 3.08.120B."</u>
3	RTFP Title 1: Street System Design	Section 3.08.110 - the arterial and collector spacing provisions are too rigid; many areas of the region will not be able to meet them due to the constraints listed in this section.	City of Tigard	4/11/10	Amend as follows, "each city and county shall incorporate into its TSP, to the extent practicable , a network of four-lane major arterial street..." The intent of this provision is to have local governments attempt to meet the spacing, recognizing it will not be possible in many areas.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
4	RTFP Title 1: Street System Design	Section 3.08.110D(3) - Provide an additional exception from the road spacing standards for streams that support species listed in the Endangered Species Act (ESA).	City of West Linn	4/9/10	Amend 3.08110D as follows, " <u>7. Best practices and designs as set forth in Green Streets: Innovative Solutions for Stormwater, Street Crossings (2002) and Trees for Green Streets: An Illustrated Guide (2002), Creating Livable Streets: Street Design Guidelines for 2040 (2nd Edition, 2002), and state or locally-adopted plans and best practices for protecting natural resources and natural areas.</u> " The functional plan requires locals to complete a street connectivity plan in their TSPs that implements street connections across stream corridors at 800 to 1,200 foot spacing unless habitat quality or the length of the crossing width prevents a connection. Title 3 of the Urban Growth Management Functional Plan maps high quality habitat areas and regulations, and includes ESA listed stream corridors. No other changes are recommended at this time pending completion of the following efforts: (1) development of a wildlife corridors map for the region; (2) development of a Regional Conservation Framework for biodiversity; (3) completion of updates to the Livable Streets and Green Streets Best Practices in Transportation Design handbooks and (4) completion of the Lower Columbia River Salmon and Steelhead Conservation and Recovery Plan. The current language provides flexibility for local governments to assess the appropriateness of increasing connectivity on a site-by-site and project-by-project basis, pending completion of a number of efforts that are underway in this region.
5	RTFP Title 1: Street System Design	3.08.110 D.5 and 6- define what is meant by "pursuant to Title 3 of the UGMFP." Water way crossings every 530 feet seems like a lot, but the caveat for when "the length of the crossing prevents a connection" is also vague.	City of Tigard	4/11/10	Amend as follows, "3. If streets must cross water features <u>identified-protected</u> pursuant to Title 3 UGMFP, provides a crossing every 800 to 1,200 feet unless habitat quality or the length of the crossing prevents a full street connection;" No other changes are recommended at this time pending completion of the following efforts: (1) development of a wildlife corridors map for the region; (2) development of a Regional Conservation Framework for biodiversity; (3) completion of updates to the Livable Streets and Green Streets Best Practices in Transportation Design handbooks and (4) completion of the Lower Columbia River Salmon and Steelhead Conservation and Recovery Plan. The current language provides flexibility for local governments to assess the appropriateness of increasing connectivity on a site-by-site and project-by-project basis, pending completion of a number of efforts that are underway in this region.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
6	RTFP Title 1: Street System Design	Section 3.08.110E - This section discusses "redevelopment of existing land uses" where locals are to "encourage" adequate connectivity. But in C above, it requires conceptual street maps (which implies a connectivity requirement) for all redevelopable parcels over five acres. Clarify whether this provision applies to parcels under five acres.	ODOT, City of Tigard	4/9/2010, 4/11/10	Amend as requested. This provision is intended to apply to parcels less than five acres in size.
7	RTFP Title 1: Street System Design	Section 3.08.110F: Add language to clarify the following: (1) the intent of this provision is for local codes to allow for narrow street designs as described in 1-10, and (2) greater total right-of-way dimensions should be allowed for green street designs.	TPAC, Washington County, City of Sherwood	3/26/10, 4/9/2010 and 4/9/10	Amend as requested, deleting the provision " 1. Local streets of no more than 50 feet of total right-of-way, including: " because the individual design elements are addressed through subsequent provisions. The intent of this section was to require local codes to allow for implementation of narrower street designs, not to limit the maximum width of street designs and elements.
8	RTFP Title 1: Street System Design	3.08.110F(2) The maximum 28' curb to curb width is too restricting. For example, if a local street is a bike boulevard with on-street parking. 6' parking (two-sided) plus two 10' travel lanes should be allowable, at least (32').	City of Milwaukie	4/9/10	No change recommended. The intent of this section was to require local codes to allow for implementation of narrower street designs, not to limit the maximum width of street designs and elements.
9	RTFP Title 1: Transit Design	3.08.120A - Change references to passenger "environment," bicycle "environment" and waiting "environments" to "facilities" to be more specific about what the provisions apply to.	TPAC	3/26/10	Amend to simplify this section to read as follows, "City and county TSPs and or other land use appropriate regulations shall include projects investments , policies, standards and strategies regulations criteria to improve provide pedestrian and bicycle connections to all transit stops where regional transit service exists at the time of TSP development or update and , passenger environments within one-half mile of all transit stops, bicycle environments within three miles of all transit stops, waiting environments at all transit stops and transit service speed and reliability for all existing or planned Station Communities. high capacity transit station areas, on-street bus rapid transit and frequent service bus corridors, and regional bus corridors where service exists at the time of TSP development or updates. " The use of the term "environment" and specific distances unnecessarily narrowed the focus of where these kinds of investments and regulations should apply.
10	RTFP Title 1: Transit Design	3.08.120 A - clarify sentence to better describe intent, including improve the "speed and reliability" of station areas	City of Milwaukie	4/9/10	Amend to remove references to improving the speed and reliability of station areas. This is already addressed through transportation system management and operations strategies in Title 1.
11	RTFP Title 1: Transit Design	3.08.120 B1e - Revise to read as follows "crossing at <u>OR</u> NEAR all transit stops..." It is not feasible to ensure crossings at all transit stops.	City of Milwaukie	4/9/10	No change recommended. "At" as defined in the Transportation Planning Rule and Title 7 of the RTFP as being within 200 feet. If it is not feasible to provide a crossing within that spacing, it may not be appropriate to have a transit stop in that particular location.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
12	RTFP Title 1: Transit Design	3.08.120 B(1)a - Expanding this requirement from only Major Transit Stops to include "or on transit routes designated in the RTP" could be subject to challenges.	Washington County, City of Sherwood	4/9/10	Amend to remove reference to "along transit routes" to be consistent with the Transportation Planning Rule provision.
13	RTFP Title 1: Transit Design	3.08.120B(1)b - In some cases (i.e. MAX stops along freeways) it is not appropriate to locate buildings within 20 feet of transit stops or provide a pedestrian plaza at transit stops.	ODOT	4/9/10	Amend section to clarify this provision applies to major transit stops, which by definition (in the Title 7 and the Transportation Planning Rule) could be located within 200 feet.
14	RTFP Title 1: Transit Design	For providing lighting at transit stops, consider additional/ more stringent standards for HCT stations versus bus stops. Look at the draft HCT SEP Guidance, specifically the "urban form measures" which includes building orientation, building frontage, average block size, sidewalk coverage, and bicycle facility coverage. Earlier versions also included measures for pedestrian network connectivity (intersection density, safe access to stations, mitigation of topographic challenges and physical barriers) and bicycle network connectivity (miles of bike facilities within 2 miles of station areas) .	ODOT	4/9/10	No change recommended. This language is consistent with the Transportation Planning Rule. TriMet can provide additional guidance to local governments on this issue.
15	RTFP Title 1: Pedestrian System Design	3.08.130B 4 - Parking Management does not belong in this section. Parking does impact pedestrian conditions. Parking management should be covered well enough in Title 6.	City of Tigard	4/11/10	Amend introduction to clarify these these actions and strategies are intended to support transit within designated pedestrian districts. Parking management is an important strategy to accomplish this.
16	RTFP Title 1: Pedestrian System Design	What is "interconnection" and how does one provide it?	ODOT	4/9/10	No change recommended. As defined by Webster's dictionary, this term means "to connect with one another," and is intended to mean providing sidewalks and bike facility connections to transit stops or stations.
17	RTFP Title 1: Bicycle Design	3.08.140 A(4) - Revise to read, "...along arterials and major collectors and/or along nearby parallel routes."	City of Milwaukie	4/9/10	Amend as follows, "...along arterials and major collectors and nearby parallel routes. "
18	RTFP Title 2: Transportation Needs	3.08.210 A - This suggests that local governments need to reconfirm state and regional needs are adequately supported and to take remedial action if they are not.	TPAC, Washington County	4/9/10	Amend to clarify that local TSPs should incorporate regional needs as identified in the RTP, as follows, " Each city and county shall update its TSP to incorporate regional and state transportation needs identified in the 2035 RTP, and determine its own transportation needs for consistency with and support of regional and state transportation needs in the 2035 RTP and to complete the transportation system plans developed under Title 1. The determination of local transportation needs shall be based upon..." Local TSPs are not required to reassess regional needs, but may identify unaddressed regional needs in the more detailed analysis of the local system. If that occurs, this provision provides a process for forwarding the regional need to Metro for amendment into the RTP, reflecting the iterative nature of the regional and local TSP process.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
19	RTFP Title 2: Transportation Needs	3.08.210C - Currently, state rules that require us to take an exception for most improvements outside the UGB. The state is in a rulemaking process to address how to providing services in urban reserves. Allow the state process continue with the understanding that counties, which work directly with state rules now, will adjust to modifications that may come out.	Washington County	4/9/10	Amend section to delete this provision. Existing state law already directs that local governments must request an exception for transportation facilities located outside of the urban growth boundary. OAR 660-012-0070 provides criteria and standards for requesting an exception. In addition, Title 11 of the Urban Growth Management Functional Plan (see Section 3.07.1110) directs concept planning in urban reserve areas.
20	RTFP Title 2: Transportation Solutions	3.08.220A - Specify what it means for a city or county "to consider" the strategies listed.	TPAC	3/26/10	No change is recommended The intent is for the city or county to document this provision in writing in the TSP document and in their "findings of fact" adopted as part of the TSP ordinance.
21	RTFP Title 2: Transportation Solutions	3.08.220 - This specifies that the City shall consider specific strategies in priority order to meet the transportation needs. It is still unclear as to why the strategies must be evaluated in this particular priority order. Hypothetically, it may be that strategy 2 and 5 work well together but 3 does little or is impractical. Rather, strategies 1-5 in combination should be considered fully, with discussion on why certain strategies were not deemed the most appropriate.	MTAC, City of Sherwood	4/5/10, 4/9/2010	Amend to better describe the intent of this section, "Each city and county shall consideration of the following strategies, listed in the order listed of priority , to meet the transportation needs determined pursuant to section 3.08.210 and performance targets and standards pursuant to section 3.08.230. The city or county shall explain its choice of a lower priority strategy over a higher priority strategy of one or more of the following strategies:.." A city or county may consider combinations of the strategies listed as part of this analysis. This approach is consistent with the federally-required Congestion Management Process (CMP) steps and the Oregon Highway Plan Major Improvement Policy 1G which requires actions to maintain performance and improve safety through system efficiency and management before adding capacity.
22	RTFP Title 2: Transportation Solutions	Revise 3.08.220A to add a reference to the targets and standards in Table 3.08-1 and Table 3.08-2 in the first sentence; the strategies also serve as a basis for achieving the performance targets and standards in these tables.	TPAC	3/26/10	Amend as requested.
23	RTFP Title 2: Transportation Solutions	Revise 3.08.220A(6) as follows, "Motor vehicle capacity improvements...only upon a demonstration that other strategies in this subsection <u>are not appropriate or cannot adequately address identified transportation needs.</u> "	TPAC	3/26/10	Amend as requested.
24	RTFP Title 2: Transportation Solutions	3.08.220B - Add the following language, " <u>Facility design is subject to the approval of the facility owner.</u> "	ODOT	4/9/10	Amend as requested.
25	RTFP Title 2: Performance Targets and Standards	3.08.220D - Corridor refinement plans or local TSPs may result in alternative mobility standards for entire corridors or segments. The Areas of Special Concern designation is no longer needed and can be managed either under the "no further degradation" standard or through an alternative mobility standard.	ODOT	4/9/10	Amend as requested to eliminate the areas of special concern designation. In addition, convert the mobility standard letter grades to volume/capacity ratios that match the Oregon Highway Plan Table 7 ratios to more clearly define the standard.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
26	RTFP Title 2: Performance Targets and Standards	3.08.230A - This section suggests the only purpose of the performance targets and standards is to improve performance of state highways as much as feasible. This is one desired outcome. In addition, Locals should not need to make findings of meeting state system performance standards separately as suggested by this provision. The RTP findings need to make this demonstration. Revise this subsection to include state highway performance in Subsection F to link to other performance targets and desired outcomes.	TPAC, Washington County	3/26/10	Amend to move the highway performance provision to subsection E as follows, "To demonstrate progress toward achievement of performance targets in Tables 3.08-1 and 3.08-2 and to maintain performance of state highways within its jurisdiction as much as feasible and avoid their further degradation , the city or county shall adopt the following actions..." By adopting the actions, a local government can demonstrate through findings they are making progress toward the targets and maintaining state highway performance as much as feasible.
27	RTFP Title 2: Performance Targets and Standards	3.08.230C(1) - Add reference to Table 3.08-2 (Motor vehicle performance standard).	TPAC	3/26/10	Amend as requested.
28	RTFP Title 2: Performance Targets and Standards	3.08.230 - It is unclear how a local government can assess whether a capacity improvement would shift unacceptable levels of congestion into neighboring jurisdictions along shared regional facilities.	ODOT	4/7/10	Amend to delete the following provision, " Will not result in motor vehicle capacity improvements that shift unacceptable levels of congestion into neighboring jurisdictions along shared regional facilities; ..." The regional mobility corridor strategies in Chapter 4 of the RTP provide a framework for making this determination through amendments and updates to the RTP.
29	RTFP Title 2: Performance Targets and Standards	3.08.230D - This reads as though local governments need to pre-authorize alternative mobility standards with the Oregon Transportation Commission.	TPAC, Washington County	3/26/10 4/9/2010	Amend as follows, "If the city or county adopts mobility standards for state highways different from those in Table 3.08-2..." to clarify that this provision only applies to state-owned facilities.
30	RTFP Title 2: Performance Targets and Standards	3.08.230E - Concern with having to evaluate accessibility and safety at the TSP level; these are more appropriate for regional level analysis like Metro conducts for air quality and greenhouse gas emissions.	TPAC, City of Tigard	3/26/2010, 4/11/10	Amend to direct TSPs to include a broader set of performance measures for evaluating and monitoring TSP performance, and to eliminate the accessibility measure.
31	RTFP Title 2: Performance Targets and Standards	3.08.230E - Clarify what this is intended to say" that reduce parking ratios <u>as</u> required by 3.08.410" or below what is required.	ODOT	4/9/10	Amend as follows, " Parking development and management plans that reduce the parking minimum and maximum ratios in Centers and Station Communities as required by consistent with subsection 3.08.410A;
32	RTFP Title 2: Performance Targets and Standards	3.08.230F - It is important to have parking development and management plans and street design standards, but not necessarily as part of a TSP. This language suggests they must be included in the TSP.	City of Tigard	4/11/10	Amend to allow parking management plans to be adopted as a separate policy document and not necessarily as part of the TSP.
33	RTFP Title 2: Performance Targets and Standards	3.08.230F(2) - Revise to include reference to all of the Transportation System Design provisions in Title 1, Section 3.08-110 to Section 3.08.160.	TPAC	3/26/10	Amend as follows, " Designs for street, transit, bicycle, freight and pedestrian systems consistent with Title 1. Street design standards in section 3.08.110'

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
34	RTFP Title 4: Parking Management	3.08.410H – this seems overly prescriptive and does not respect that one size does not fit all. Bicycle parking demand in a center with close proximity to transit and higher density is going to be vastly different than areas further out and will also vary by use. Suggestions for making this more applicable region-wide would be to apply the 5% bicycle parking minimum to commercial zones or uses only, with specific allowances that if the use does not cater to the public or is typically a car oriented use (drive-through restaurant or auto repair for example) the bicycle parking minimum could be reduced further. Alternatively, consider <u>adding something similar to 3.08.410.B for this section.</u>	City of Sherwood	4/9/10	Amend as follows to provide more flexibility for different land use types, " <u>To encourage the use of bicycles and ensure adequate bicycle parking for different land uses</u> , cities and counties shall establish <u>short-term and long-term</u> bicycle parking minimums at, or above five percent of off-street motor vehicle parking provided for: ..." and to add OAR 660-012-0045(3)(a) provisions.
35	RTFP Title 4: Parking Management	3.08.410I - Parking Overall - Allow a broader array of potential solutions so a jurisdiction can decide which areas warrant the more detailed study as follows, " <u>Cities and counties shall adopt parking policies, plans, or regulations for Centers and existing HCT corridors. Such actions shall be designed to constrain surface off-street auto parking supply, and manage use of this limited supply to support active places. Parking management plans may focus on sub-areas of Centers, and shall include an inventory of parking supply and usage, a range of strategies for managing supply and demand, and an evaluation of bicycle parking needs. Policies and regulations should include by-right exemptions from minimum parking requirements, or policies to encourage shared and structured parking.</u> "	City of Milwaukie	4/9/10	Amend as follows, " Cities and counties shall adopt parking <u>policies</u> , management plans <u>and regulations</u> for Centers and Station Communities as defined in Title 6 of the UGMFP and high-capacity transit corridors, and designated in the RTP. The policies, plans and regulations shall be consistent with subsection A through H. <u>Plans may be adopted in TSPs or other adopted policy documents and may focus on sub-areas of Centers.</u> Plans shall include an inventory of parking <u>supply</u> and usage, a range of strategies for managing parking supply and demand and an evaluation of bicycle parking needs with consideration of TriMet Bicycle Parking Guidelines. <u>Policies shall be adopted in the TSP. Policies, plans and regulations</u> must consider and may include the following range of strategies:.." This change directs TSPs to include a range of parking policies to manage parking demand and supply, and allows parking management plans to be adopted as a separate policy document and for subareas of centers.
36	RTFP Title 4: Parking Management	3.08.410A, Revise to read, "Cities and county parking regulations shall meet or set lower minimums and maximums as per the following:"	City of Milwaukie	4/9/10	Amend as requested.
37	RTFP Title 4: Parking Management	3.08.410B - Revise to state local governments "should" establish a process for various and clarify to whom parking variances should be reported. The reporting requirement seems overly burdensome.	City of Milwaukie, City of Tigard	4/9/2010, 4/11/10	Amend as follows to remove the reporting requirement, " Cities and counties may establish a process to consider for variances from minimum and maximum parking ratios <u>that includes criteria for variances.</u> "
38	RTFP Title 4: Parking Management	3.08.410C - Revise last sentence to use the word "may" instead of "should" to allow for consideration of a broader set of parking practices.	City of Milwaukie, City of Tigard	4/9/10, 4/11/10	Amend as requested.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
39	RTFP Title 5: Amendment of Comprehensive Plans	3.08.510C - The TPR -0060(8) considers the 2040 Central City, Regional Centers, Town Centers and Main Streets as "mixed use, pedestrian -friendly centers or neighborhoods" that may take a 10% trip reduction – not corridors. The Title 6 UGMFP discussion is still ongoing, but should determine which design concept areas may qualify for a 30% trip reduction credit. The draft UGMFP Title 6 does not so far include specific standards for levels of densities and intensities appropriate to support HCT and other levels of transit. ODOT supports the incentive versus regulation approach, but not with offering the 30% trip reduction and the lower mobility standards incentives for Station Communities without higher density targets for these areas. ODOT supports transit-supportive mixed use and higher densities in Corridors, but justification for a 30% reduction in vehicle trips is just not there because of the significantly lower density, mix and design expectations and the lack of parking management requirements in 2040 Corridorst. ODOT supports jurisdictions taking a 30% vehicular trip reduction credit if they have met all of the system design and TSMO requirements of Title 1 of the RTFP, plus the parking management plans of section 3.08.410.I, plus the land use requirements of Title 6 of the UGMFP (provided Title 6 itself is acceptable, which must include language prohibiting new auto-dependent uses and setting adequate density targets).Section 3.08.510.B: the reference to section 3.08.230.E should be added back in, as well as the requirement to do a parking management plan per section 3.08.410.I (not just the parking ratios per section 3.08.410A). In other words: to get the 30% trip reduction "credit" jurisdictions have to meet specific RTFP as well as UGMFP requirements. In the RTFP, Cities and Counties are required to adopt Parking Management Plans for Centers and Station Communities but not for Corridors. In the current UGMFP Title 1, the "prescribed" density in Corridors is only 25 persons per acre (compared to 45 ppa in Station Communities, 40 in Town Centers, and 39 in Main Streets).	ODOT	4/9/2010, 4/22/10	No change recommended. The 2040 Corridors and Station Communities are defined as mixed-use areas in the 2040 Growth Concept. In most cases they are currently served by regional transit service, and the 2040 Growth Concept calls for all corridors to have high quality transit service to support mixed-use growth. In addition, the RTP analysis for these areas assumes a mix of housing and jobs consistent with local comprehensive plan designations. The analysis is based on a level of mixed-use that is consistent with the Transportation Planning Rule (TPR). OAR 660-012-0060(8)(b) does not distinguish between different kinds of mixed-use areas, but does provide a list of characteristics that could be present in a station community or along a 2040 corridor. If these characteristics exist, the area should be considered mixed-use, and should be eligible for the trip reduction credit if the actions identified in 3.08.230E and in Title 6 of the UGMFP are adopted, and the area meets the other mixed-use characteristics identified in the TPR. Title 6 of the UGMFP references back to the provisions with the RTFP that must be adopted for local governments to be eligible for the lower mobility standards and 30 percent trip reduction credit to ensure consistency between the UGMFP and RTFP.
40	RTFP Title 5: Amendment of Comprehensive Plans	3.08.510C - Why does the 30% apply only in centers? If these practices/actions are effective for reducing vehicle trip generation, then the credit should apply to areas that have implemented them. I'm thinking the Tigard Triangle, but there could be many examples.	City of Tigard	4/11/10	No change recommended. This provision provides a "safe harbor" for Centers, Corridors and Station Communities if the actions identified in Title 6 of the UGMFP are adopted. OAR 660-012-0060 allows for a local government to make a case for a trip reduction credit in other mixed-use areas.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
41	RTFP Title 5: Amendment of Comprehensive Plans	Section 3.08.510C - Revise as follows, "If a city or county adopts the actions set forth in subsection E <u>3.08-230E</u> and the land use actions..."	TPAC	3/26/10	Amend as follows, "If a city or county adopts the actions set forth in <i>subsection E and the land use actions set forth in</i> section ____ of Title 6 of the UGMFP, it shall be eligible for an automatic reduction of 30 percent below the vehicular trip generation rates..." This amendment links back to the land use actions proposed in Title 6 to the Urban Growth Management Functional Plan. The Title 6 section reference will be added upon adoption of Title 6 in December 2010.
42	RTFP Title 6: Compliance procedures	An amendment to a TSP is not the same as an Update. An amendment does not change the forecast year for the plan. It would be good to clarify.	City of Tigard	4/11/10	No change recommended. An update is an amendment of a TSP. However, a definition of "update" has been added to Title 7 (Definitions) to better define an "update" amendment. Most TSPs in the region will need to be "updated" to a 2035 planning horizon.
43	RTFP Title 6: Compliance procedures	Section 3.08.610F - Revise to require a city or county to submit an analysis of compliance of the amendment with the RTFP.	ODOT	4/9/10	No change recommended. This provision applies to notification of the first hearing on a proposed amendment. The staff report provided by local governments oftentimes includes documentation of how the proposed amendment is consistent with the RTFP. If insufficient information is provided to assist Metro staff review, the COO will request additional information. The compliance of the amendment will be documented in the Findings of Fact that will be adopted as part of the local TSP ordinance. Local governments are required to submit the adopted ordinance to Metro within 14 days of final adoption per 3.08.610J.
44	RTFP Title 6: Compliance procedures	Section 3.08.610H - It does not seem appropriate for local governments to appeal to JPACT as part of the enforcement for local compliance with the RTP.	ODOT	4/9/10	No change recommended. All transportation-related actions (including federal MPO actions) are recommended by JPACT to the Metro Council. The Metro Council can approve the recommendations or refer them back to JPACT with a specific concern for reconsideration. Final approval of each item, therefore, requires the concurrence of both bodies.
45	RTFP Title 6: Compliance procedures	3.08.610A - Two years seems unrealistic for completing TSP update. It could easily take 2 years to get funding if it's through TGM. TGM may not have enough funding for needed updates along with corridor refinement planning work that has been defined in the RTP.	City of Tigard	4/11/10	No change recommended. Metro staff has begun working with local governments to develop a compliance schedule that will take into account local aspirations for completing TSP updates. Section 3.08.620 also provides a process for requesting an extension to the compliance deadline. The TSP schedule may be adopted as part of the RTP ordinance.
46	RTFP Title 7: Definitions	Add the following definitions - "Major transit stop," "Major driveway," "At" a major transit stop, and "near" a major transit stop	City of Sherwood	4/9/10	Amend as requested.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
47	RTP Title 7 Definitions	Definition of Significant increase in Single Occupancy Vehicle (SOV) capacity for multi-modal arterials - This defines general purpose lanes as through travel lanes or multiple turn lanes. Generally turn lanes are not considered general purpose lanes. They may have the side effect of adding capacity, but they have important safety benefits.	ODOT	4/9/10	Amend the definition as follows, "...General purpose lanes are defined as through travel lanes or multiple turn lanes. This also includes the construction of a new general purpose <i>highway arterial</i> -facility on a new location... An increase in SOV capacity associated with a safety project is considered significant only if the safety deficiency is totally related to traffic congestion... " This mirrors the definition for "significant increase in SOV capacity for regional through-routes freeways."
48	Table 3.08-1	Table 3.08 - 1 Clarify whether the Regional Non-SOV modal targets apply to peak hour or 24-hour period	ODOT, City of Tigard	4/9/2010, 4/11/10	Amend as requested to clarify the targets are for the average weekday 24-hour period for the year 2035.
49	Throughout RTP	Clarify what provisions apply to TSP and/or land use regulations.	TPAC	3/26/10	Amend as requested.
50	RTP Bicycle & Pedestrian System Maps	Show proposed regional trail along Sunrise Highway corridor (I-205 to Rock Creek Junction); this is a proposed project in the RTP.	Clackamas County	4/10/10	Amend as requested.
51	RTP Project List Map	Based on the draft TSP work for the City of Damascus, the alignment and modeling assumptions for RTP Project #10076 SE Sunnyside Rd. Extension have changed. Please update the project list map to reflect the changes based on the TSP work.	City of Damascus	4/22/10	Amend as requested.
52	RTP Chapter 2: System Maps	Amend the Regional Bike and Regional Pedestrian Network maps to show the Morrison bridge bike/ped path as solid instead of dashed on the bike/ped system maps. This project was recently completed.	Metro staff	4/28/10	Amend as requested.
53	RTP Chapter 2: System Maps	There is a discrepancy between the vehicular functional classification and the street design classification that we have on Tualatin Valley Highway and OR 212 - Principal Arterial is not supposed to go with Regional Street (plus, the street design classification just ends in the middle of Damascus...). Either revise the designations to be Principal Arterial and Highway in the RTP, based on the OHP Statewide/NHS designation, or let the Tualatin Valley Highway TGM study and the OR 212 Corridor Plan/Damascus TSP make recommendations for changing the designations.	ODOT	4/28/10	No change recommended. The Tualatin Valley Highway TGM study and the OR 212 Corridor Plan/Damascus TSP will make recommendations for changing the designations based on the analysis conducted through those efforts.
54	RTP Chapter 2	Amend Table 2.6 of the RTP to title the last column "number of <u>typical</u> planned travel lanes."	ODOT	4/26/10	Amend as requested.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
55	RTP Chapter 4 - Mobility Corridor Strategies	The name of this mobility corridor is Tigard to Sherwood & Sherwood to Newburg, but the corridor analysis falls drastically short of providing any analysis of Highway 99W through Sherwood, and ignores completely the section between Sherwood and Newburg.	City of Sherwood	4/26/10	No change recommended. The 2035 RTP does not conduct an intersection level of analysis. The corridor analysis area for Mobility Corridor #20 as shown on page 4-145 of the 2035 RTP includes OR 99W through Sherwood to the Newburg city limits. Intersection level analysis through the City of Sherwood could be examined as part of the City's TSP update, if desired by the City.
56	RTP Chapter 4 - Mobility Corridor Strategies	Sherwood has four major roadways which intersect with Highway 99W: Roy Rogers Road/Tualatin-Sherwood Road, Edy Road, Meinecke Road, and Kruger-Elwert/Sunset Road. Of these intersections only Roy Rogers/Tualatin-Sherwood Road was provided a basic analysis. The other roads mentioned act as by-pass routes for traffic trying to avoid travelling along Highway 99W. These intersections should also be included in the corridor analysis as they are directly impacted by Highway 99W traffic flows.	City of Sherwood	4/26/10	No change recommended. The needs assessment conducted for each mobility corridor strategy focused on facilities identified on the regional system maps included in Chapter 2 of the RTP. Roy Rogers Road and Tualatin-Sherwood Road are on the regional roadway system map. The roads mentioned are not on the regional roadway system map; analysis of those facilities should be examined as part of the City's TSP update.
57	RTP Chapter 4 - Mobility Corridor Strategies	Under the Safety Deficiencies (page 4-149), Highway 99W is rated as Category 4 and 5 based on the ODOT SPIS listing. Does this rating stop before Sherwood or does it continue on through Sherwood to Newburg? This analysis does not specify the limits where the rating of 4 and 5 occur. A discussion of the limits of the SPIS listing needs to be provided for the extent of Corridor #20 through to Newburg.	City of Sherwood	4/26/10	Amend as requested to clarify the extent of the SPIS information for OR 99W from Tigard through Sherwood to Newburg.
58	RTP Chapter 4 - Mobility Corridor Strategies	The emphasis of HCT for the near term solution to the traffic problems along Highway 99W through Sherwood, and from Sherwood to Newburg does not provide an adequate solution of the issues surrounding the intersections listed above. The HCT goal should be placed secondary to correcting the more immediate needs, issues and problems faced by traffic along Highway 99W at the intersections listed above.	City of Sherwood	4/26/10	No change recommended. Appropriateness of HCT will be examined through the Southwest Corridor Refinement Plan. Other traffic issues identified in the comment should be examined as part of the City's TSP update. This will also allow for development of solutions to address more immediate needs.
59	RTP Chapter 4 - Mobility Corridor Strategies	Based on review of the mobility corridor strategies for corridors, #19, #21, and #22, we have provided comments and recommended information for strategies to address needs.	City of Beaverton	3/29/10	Amend as requested.
60	RTFP Title 2: Transportation Needs	Add back in the following provision 3.08.210C - A. If a city or county identifies transportation needs in an urban reserve, it shall ensure planned improvements in the reserve are contingent upon addition of the reserve to the UGB and link to transportation facilities within the UGB.	Coalition for a Livable Future	4/27/10	No change recommended. This is adequately addressed in Title 11 of the Urban Growth Management Functional Plan (see Section 3.07.1110), which directs concept planning in urban reserve areas. In addition, existing state law already directs local governments to request an exception for certain types of transportation facilities if they are located outside of the urban growth boundary. OAR 660-012-0070 provides criteria and standards for requesting the exception.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
61	RTPF Purpose: 3.08.010	The objectives of the RTP listed in this section do not match the vision for the RTP, or the RTP goals or objectives, listed in Chapter 2. The objectives listed also do not mention addressing the transportation needs of underserved communities. <u>Recommendation:</u> Change outcomes to reflect the approved RTP goals and objectives	Coalition for a Livable Future	4/27/10	Amend as requested to reference the full set of goals included in the RTP.
62	RTPF Title 2: Transportation Needs	Timeframe for TSPs is not spelled out. Statute may require that TSPs encompass the same time horizon as the RTP, but it would be clearer if it were spell out in the RTPF.	Coalition for a Livable Future	4/27/10	Amend Title 2, 3.08.210B(1) as follows, "The population and employment forecast and planning period... " to clarify the TSP must be consistent with the RTP planning horizon.
63	RTPF Title 1: Transportation System Design	Revise 3.08.110D to include additional language needed to inform the local agency of the unique opportunities or considerations to protect or enhance a particular site or resource. Green streets and other guides are referenced in 3.08.110A, but the language does not clearly make them part of the consideration when deciding the appropriateness of a road network. Further, current language does not consider best practices for protecting natural resources and natural areas. <u>Recommendation:</u> Add conformity with the guides listed in 3.08.110A; add conformity with locally adopted watershed plans; add "best practices for protecting natural resources and natural areas, which would include consultation with surface water management agencies and local watershed councils" as additional considerations for creation of a network of streets.	Coalition for a Livable Future	4/27/10	Amend 3.08.110D as follows, " <u>7. Best practices and designs as set forth in Green Streets: Innovative Solutions for Stormwater, Street Crossings (2002) and Trees for Green Streets: An Illustrated Guide (2002), Creating Livable Streets: Street Design Guidelines for 2040 (2nd Edition, 2002), and state or locally-adopted plans and best practices for protecting natural resources and natural areas.</u> " The functional plan requires locals to complete a street connectivity plan in their TSPs that implements street connections across stream corridors at 800 to 1,200 foot spacing unless habitat quality or the length of the crossing width prevents a connection. Title 3 of the Urban Growth Management Functional Plan maps high quality habitat areas and regulations, and includes ESA listed stream corridors. No other changes are recommended at this time pending completion of the following efforts: (1) development of a wildlife corridors map for the region; (2) development of a Regional Conservation Framework for biodiversity; (3) completion of updates to the Livable Streets and Green Streets Best Practices in Transportation Design handbooks and (4) completion of the Lower Columbia River Salmon and Steelhead Conservation and Recovery Plan. The current language provides flexibility for local governments to assess the appropriateness of increasing connectivity on a site-by-site and project-by-project basis, pending completion of a number of efforts that are underway
64	RTPF Title 1: Transit System Design	Revise 3.08.120C to require jurisdictions to report how they have considered the needs of youth, seniors, people with disabilities and environmental justice populations within the city or county, including minorities and low-income families.	Coalition for a Livable Future	4/27/10	Amend 3.08.120C as follows, "C. Providers of public transit service shall consider and document the needs of youth, seniors, people with disabilities and environmental justice populations, including minorities and low-income families, when planning levels of service, transit facilities and hours of operation."

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
65	RTFP Title 2: Transportaiothn Needs	Revise 3.08.210A(3) to require jurisdictions to report how they have considered the needs of youth, seniors, people with disabilities and environmental justice populations within the city or county, including minorities and low-income families.	Coalition for a Livable Future	4/27/10	Amend 3.08.210A as follows, "3. Consideration and documentation of the needs of youth, seniors, people with disabilities and environmental justice populations within the city or county, including minorities and low-income families."
66	RTFP Title 2: Transportation Solutions	The language change in the 4/16 draft regarding consideration of multiple strategies should not apply to situations when jurisdictions determine that a capacity increase is necessary. Jurisdictions should still need to explain more specifically why strategies other than a capacity increase are not appropriate or would not address the issue. Recommendation: "...The city or county shall explain its choice of one or more of strategies below, <u>including its decision to increase capacity over use of a higher priority strategy.</u> "	Coalition for a Livable Future	4/27/10	No change recommended. The provision as written already directs a local government to explain its choice of one or more of strategies below, including its decision to increase capacity over use of a higher priority strategy.
67	RTFP Title 2: Performance Targets and Standards	As written in Subsection A, performance targets in Subsection D are one of the alternatives to conformance with Tables 3.08-1 and 3.08-2 even though language in Subsection D indicates that the performance measures are additional requirements. Recommendation: Limit alternative standards to Subsections B and C, and clarify that Subsection D is an additional requirement and that jurisdictions must show that their solutions achieve progress toward these solutions as well.	Coalition for a Livable Future	4/27/10	Amend 3.08.230A to read as follows, "A. Each city and county shall demonstrate that solutions adopted pursuant to section 3.08.220 will achieve progress toward the targets and standards in Tables 3.08-1 and 3.08-2 and performance measures in subsection D or toward alternative targets and standards adopted by the city or county pursuant to subsections B, C and D . The city or county shall include the regional targets and standards or its alternatives in its TSP."
68	RTFP Title 2: Performance Targets and Standards	Subsection A refers to targets and standards, but does not mention performance measures, which is the term used in Subsection D. Recommendation: Correct language in either Subsection A or D to make the language consistent. (Chapter 2 of the RTP refers to the elements of Subsection D as targets.)	Coalition for a Livable Future	4/27/10	Amend 3.08.230A to read as follows, "A. Each city and county shall demonstrate that solutions adopted pursuant to section 3.08.220 will achieve progress toward the targets and standards in Tables 3.08-1 and 3.08-2 and performance measures in subsection D or toward alternative targets and standards adopted by the city or county pursuant to subsections B and C and D . The city or county shall include the regional targets and standards or its alternatives in its TSP."

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
69	RTP Title 2: Performance Targets and Standards	<p>In the present draft, TSPs do not need to include performance measures/targets for all of the performance targets in the RTP.</p> <p>The targets missing are for climate change, clean air, affordability, and access to daily needs. They are all categorized under environment and equity, and the current draft includes no measures/ targets that address equity considerations. This omission goes against the current direction of the RTP and of Metro's six elements of a successful region. The region needs to start addressing issues of equity, access for all populations, air quality, and climate change, and many of the decisions on these issues happen at the local level.</p> <p><u>Recommendation:</u> Require TSPs to include all of the regional performance targets, but to analyze only the ones presently included. For the other targets, jurisdictions can utilize Metro's data.</p>	Coalition for a Livable Future	4/27/10	No change recommended. The regional performance targets were intended to apply to the Regional Transportation Plan, with the expectation that if local governments adopted specific actions in the RTP and Urban Growth Management Functional Plan, this would be sufficient to demonstrate progress toward the RTP targets. Each local government has a role in helping the region achieve the RTP targets, but it is unreasonable to expect all local governments to equally achieve the RTP targets due to differences in land use capacity. In lieu of requiring local governments to adopt the RTP targets, the RTP requires TSPs to include performance measures for safety, VMT per capita, freight reliability, congestion and walking, biking and transit mode shares to evaluate and monitor TSP performance. This can be revisited as part of the next RTP update as methodologies and tools for analysis of equity, access to daily needs, greenhouse gas emissions, and affordability are further developed. Prior to the next RTP update, Metro staff will research and recommend improved evaluation tools and criteria for policy-making and priority-setting in order to better understand how low-income, minority, disabled and elderly populations are being served by transportation policies and investment decisions.
70	RTP Title 4: Parking Management	<p>As the region considers developing BRT lines, parking ratios referencing transit should clarify that BRT be treated like LRT rather than like other buses. <u>Recommendation:</u> Language should read "one half-mile from an HCT station" rather than light rail (two instances), and language on buses should be clarified to exclude BRT.</p>	Coalition for a Livable Future	4/27/10	Amend 3.08.410A(2) as follows, "...a one-quarter mile walking distance for bus transit or one-half mile walking distance for light rail high capacity transit station , that area shall be added to Zone A. If 20-minute peak hour transit service is no longer available to an area within a one-quarter mile walking distance for bus transit or one-half mile walking distance for from a high capacity light rail transit station ,
71	RTP Title 4: Parking Management	<p>Zone A parking ratios are mandatory ("shall") in some parts of the paragraph, but are weaker in other parts. To be clear and consistent about requirements, language regarding pedestrian accessible areas should be mandatory. <u>Recommendation:</u> Change language to "Cities and counties shall designate Zone A Parking Area Ratios in areas with good pedestrian access..."</p>	Coalition for a Livable Future	4/27/10	No change recommended. A more detailed review and analysis of the regional parking management requirements will be conducted prior to the next RTP update to provide a stronger technical basis for strengthening the existing parking management requirements beyond what has been identified to date.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
72	RTFP Title 4: Parking Management	This language provides a very big loophole that could potentially blow out Parking Area Ratios. <u>Recommendation:</u> Provide more specific regional guidelines for exempting parking facilities from the parking standards.	Coalition for a Livable Future	4/27/10	Revise 3.08.410C as follows, "Free surface parking shall be subject to the regional parking maximums for Zones A and B from in Table 3.08-3. Following an adopted exemption process and criteria, Cities and counties may exempt parking structures; fleet parking..." Metro staff would the process and criteria for their adequacy as part of the local adoption process. More work is needed to determine what parking management strategies should be implemented in this region and where they could be applied. This effort could define how to tailor the application of these strategies to recognize different levels of development, transit service provision and freight parking needs. This work could include updating and expanding the existing inventory of parking practices in the Metro region, and developing a parking model code and a parking "best practices" handbook to guide local implementation in the region. Functional plan amendments may also be developed as part of this effort.
73	RTFP Title 7: Definitions	The definition of chicane is incomplete and does not reflect its use as a design to slow down traffic.	Coalition for a Livable Future	4/27/10	Amend as follows, "H. "Chicane" means a movable or permanent barrier used to create extra turns in a roadway to reduce motor vehicle speeds or to prevent cars from driving across a pedestrian or bicycle accessway."
74	RTFP Title 7: Definitions	The definition of deficiency is overly broad. As used in the RTFP, whether a deficiency exists depends on how a facility functions, including whether it meets operating standards in Table 3.08-2. Yet the definition of "deficiency" unnecessarily includes any time a throughway or arterial has fewer lanes than indicated in the system concept. ("Examples include throughway portions with less than six through lanes of capacity; arterial portions with less than four through lanes of capacity....") <u>Recommendation:</u> Change definition so deficiency is based on performance, not road capacity. Change examples and/or order of examples to de-emphasize capacity increase as the primary way to address deficiencies.	Coalition for a Livable Future	4/27/10	No change recommended. Deficiencies should be based on both performance and whether the facility meets the "typical planned number of lanes" shown in Table 2.6 of the RTP. It is not intended that road capacity must be added if the facility falls below the standards in Table 3.08-2 or planned system in Table 2.6. Other provisions in the RTFP will guide whether that is the appropriate solution to address identified deficiencies.
75	RTFP Title 7: Definitions	Include a definition of High Capacity Transit.	Coalition for a Livable Future	4/27/10	Amend as requested.
76	RTFP Title 7: Definitions	The definition of low-income families is ambiguous. Oregon DHS uses the Federal Poverty Line (FPL) as its base and has different standards depending on the program. The FPL itself is a very high threshold to be considered low-income, as it requires significantly lower income than the eligibility requirements for a number of programs. For example, Oregon WIC requires an income below 185% of FPL; CHIP is 200% of FPL.	Coalition for a Livable Future	4/27/10	Amend as follows, "Low-income families" means households <i>with incomes at or below the Oregon Department of Health and Human Services poverty guidelines, who earned between 0 and 1.99 times the federal Poverty Level in 1999.</i> This definition is consistent with the U.S. census definition used to identify low-income populations in the RTP background report, "Environmental Justice in Metro's Transportation Planning Process."

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
77	RTFP Title 7: Definitions	Projects defined as safety projects should come under the definition when the capacity increase is due to traffic congestion in whole or in part (definition now requires that safety deficiency be totally related to traffic congestion). Possibilities: use >10% increase test, or >50% due to congestion.	Coalition for a Livable Future	4/27/10	This comment is under consideration, pending further direction from Federal Highway staff.
78	RTFP Title 7: Definitions	The definition of Significant increase in SOV capacity on throughway - A greater than 10% increase in capacity to alleviate a bottleneck should not be excluded from the definition because the increase is due to auxiliary lanes (definition is now limited to general purpose lanes).	Coalition for a Livable Future	4/27/10	This comment is under consideration, pending further direction from Federal Highway staff.
79	RTFP Title 7: Definitions	Definition for bottlenecks should include downstream effects as well as upstream.	Coalition for a Livable Future	4/27/10	This comment is under consideration, pending further direction from Federal Highway staff.
80	RTFP Title 7: Definitions	Definition of Significant increase in SOV capacity on multimodal arterial - Projects defined as safety projects should come under the definition when the capacity increase is partly due to traffic congestion (definition now requires that safety deficiency be totally related to traffic congestion). Could use >10% increase test as with a bottleneck.	Coalition for a Livable Future	4/27/10	This comment is under consideration, pending further direction from Federal Highway staff.
81	RTFP Title 7: Definitions	Definition of SOV is broad enough to encompass bicycles, wheelchairs, etc. <u>Recommendation:</u> limit to motorized vehicles to be used in roadway.	Coalition for a Livable Future	4/27/10	Amend as requested.
82	RTFP Title 1: Transit System Design	Check the formatting of section 3.08.120B.2 - everything there applies to <i>major</i> transit stops, so the sub-sections should be labeled a through f rather than a through c with sub-sections c. i through iv.	ODOT	4/22/10	No change recommended. As written, subsection 3.08120B2(a) and (b) apply to all transit stops and (c) applies to major transit stops.
83	RTFP Title 2: Performance Targets and Standards	Section 3.08.230E: changing the land use reference from Title 6 of the UGMFP to section 0035(2) of the TPR, which is much more general, may be OK for purposes of "demonstrating progress" (or "doing the best they can"), but it is not sufficient to be eligible for the 30% trip reduction and lower V/C ratios.	ODOT	4/22/10	No change recommended.
84	RTFP Table 3.08-2: Deficiency Thresholds and Operating Standards	Table 3.08.-2 - footnote C: has not been amended since the 2004 RTP (except for changing the chapter reference). In this (2010) RTP, mobility corridor refinement plans are no longer anticipated for the specific facilities listed in the Table, with the exception of I-405 ("Stadium Freeway"). Footnote C should be removed from the Banfield (I-84), I-5 North, OR 99E, and the Sunset Hwy (US 26). Corridor Refinement Plans are still expected to consider alternative mobility corridor standards for a different set of mobility corridors.	ODOT	4/26/10	Amend as requested to delete reference to footnote C for I-5 North, OR 99E and Sunset Highway). The footnote C then would only apply to I-405 loop, I-5 (Marquam Bridge to Wilsonville), OR 8, and I-205. The mobility corridor concept is evolving and future RTP updates will reorganize Table 3.08-2 to more closely reflect the multi-modal concept established in this RTP, and recommended mobility policy for each corridor.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
85	RTFP Table 3.08-2: Deficiency Thresholds and Operating Standards	Table 3.08-2 - portions of some of the highways listed in footnote B are no longer State highways. This is true for Sandy Boulevard (we still own the segment east of I-205 within the Portland City limits), Farmington Road (we still own a small segment outside the City of Beaverton), and BH Hwy (we still own the segment in Washington County). We no longer own any segment of Hall Blvd in Beaverton, but we do own Hall Blvd in Tigard, which then changes name to Durham Rd and Boones Ferry Rd. These could be listed as "Urban Arterials that are in full or in part state highways....." since jurisdictional boundaries may change again, and some are difficult or lengthy to describe exactly (ODOT uses milepoints, not the names of intersecting streets).	ODOT	4/26/10	Amend as requested to delete footnote B – it is not needed because the mobility standard for corridors is the same whether it is an ODOT facility or a local facility.
86	RTFP Table 3.08-2: Deficiency Thresholds and Operating Standards	Table 3.08-2 - Footnote A - Revise the 2nd hour definition to be consistent with current practice, the single 60 minute period either before or after the peak 60 minute period, whichever is highest.	ODOT	4/26/10	Amend as requested.
87	RTFP Table 3.08-2: Deficiency Thresholds and Operating Standards	Table 3.08-2 - Define mid-day peak hour, such as noon-1pm or the highest 60 minute period between the hours of 10 am and 2pm.	ODOT	4/26/10	Amend as requested to define the mid-day peak hour as the highest 60-minute period between the hours of 9 am and 3pm as this is the time of day that is important to monitor to protect freight reliability. This is the evaluation period local governments are required to analysis pursuant to Title 4 of the Urban Growth Management Functional Plan.
88	RTFP Table 3.08-2: Deficiency Thresholds and Operating Standards	Table 3.08-2 - Revise state highway references to consistently refer to route numbers and/or common names.	ODOT	4/26/10	Amend as requested to consistently refer to state route numbers.
89	RTFP Table 3.08-2: Deficiency Thresholds and Operating Standards	Table 3.08-2 - Add a table note to refer to the OHP Action 1F1, which includes language about V/C standards for interchanges - basically .85 or .90. The ODOT Mobility Standards Guidelines affirms that these interchange standards apply in the Metro area, and that Table 7 applies to the mainlines.	ODOT	4/26/10	No change recommended. As a comprehensive system plan, the RTP level of analysis is at a broad system-level, and does not attempt to address localized congestion at intersections or interchanges and ramps, and as a result does not include standards for this level of analysis. In addition, the region requests the Oregon Transportation Commission and Land Conservation and Development Commission to work with Metro and other stakeholders to conduct a comprehensive and coordinated review and update to the Transportation Planning Rule, Oregon Highway Plan and mobility standards, and state procedures manuals and guidelines to more fully integrate the Oregon Transportation Plan policies and state greenhouse gas goals.

ITEMS FOR CONSIDERATION

#	Category	Comment	Source(s)	Date	Recommendation
90	RTFP Title 2: Transportation Needs	RTFP section 3.08.210A(2): add some language in here that clarifies that "identification of facilities that exceed the deficiency thresholds" requires an operational level of analysis. the regional model on which the RTP is based does not identify intersection level deficiencies and solutions such as turn lanes and signal improvements, which are part of TSMO strategies and which are often implemented as plan amendments and development occur through SDCs. Solutions for needs identified through the intersection-level operational analysis should be included in TSPs and on lists of improvements eligible to be funded through SDCs etc, and eventually in the RTP project list. Last year's memo to the OTC about alternative mobility strategies included the principle that ODOT should still be able to require identification and implementation of such localized needs and solutions through development review.	ODOT	4/26/10	No change recommended. The TPR already defines the proportionality of the analysis required for a local and regional transportation system plans versus plan amendments. As a comprehensive system plan, the RTP level of analysis is at a broad system-level, and does not attempt to address localized congestion at intersections or interchanges. The TPR places a higher burden of proof on plan amendments to demonstrate through an operational level of analysis that the effect of the amendment will not result in further degradation from the baseline. Therefore, local governments use the RTP model as a base for an operational level of analysis to simulate the impact of the proposed land use change on the transportation system to determine the effect of the plan amendment. A local government may choose to conduct an intersection level of operational analysis as part of their TSP update to identify needs and solutions.
91	RTFP Title 1: Street System Design	Amend section 3.08.110 in RTFP to add the following, " <u>To protect the capacity, function and safe operation of existing and planned state highway interchanges, or planned improvements to interchanges, cities and counties shall, to the extent feasible, restrict driveway and street access in the vicinity of interchange ramp terminals consistent with Oregon Highway Plan Access Management Standards and accommodate local circulation on the local system to improve safety and minimize congestion and conflicts in the interchange area.</u> "	ODOT	4/28/10	Amend as requested with the following additional language in double underscore, " <u>To protect the capacity, function and safe operation of existing and planned state highway interchanges, or planned improvements to interchanges, cities and counties shall, to the extent feasible, restrict driveway and street access in the vicinity of interchange ramp terminals consistent with Oregon Highway Plan Access Management Standards and accommodate local circulation on the local system to improve safety and minimize congestion and conflicts in the interchange area. Public street connections, consistent with regional street design and spacing standards in Section 3.08.110, shall be encouraged and shall supercede this access restriction, though such access may be limited to right-in/right-out or other appropriate configuration in the vicinity of interchange ramp terminals. Multimodal street design features including pedestrian crossings and on-street parking shall be allowed where appropriate.</u> " The Oregon Highway Plan does not clearly define how to balance connectivity and access management objectives; the additional language provides additional guidance to ensure consistency with regional connectivity and street design policies that are being implemented through the RTFP, Section 3.08.110.

Attachment 2 to Staff Report to Ordinance No. 10-1241

Public Comment Summary Report

Under development

BEFORE THE METRO COUNCIL

FOR THE PURPOSE OF APPROVING THE AIR)	RESOLUTION NO. 10- 4150
QUALITY CONFORMITY DETERMINATION)	
FOR THE 2035 REGIONAL TRANSPORTATION)	Introduced by Chief Operating Officer
PLAN AND THE 2010-2013 METROPOLITAN)	Michael Jordan with the Concurrence of
TRANSPORTATION IMPROVEMENT)	Council President David Bragdon
PROGRAM.)	

WHEREAS, clean air contributes to the health of Metro residents and their quality of life; and

WHEREAS, the federal Clean Air Act and other federal laws, including CFR 93.100 through CFR 93.128 contain air quality standards designed to ensure that federally supported activities meet air quality standards, and these federal standards apply to on-road transportation plans, programs and activities in the Metro area; and

WHEREAS, Chapter 340, Division 252, Transportation Conformity, of Oregon Administrative Rules was adopted to implement section 176(c) of the federal Clean Air Act, as amended, and these rules also apply to Metro area on-road transportation plans, programs and activities; and

WHEREAS, these federal and state regulations require an air quality conformity determination whenever the Regional Transportation Plan (RTP) is updated and require that the transportation improvement program conform to the air quality regulations consistent with the 2035 RTP; and

WHEREAS, in December, 2009, the Metro Council approved, subject to air quality conformity determination, the update of the 2035 RTP, as stated in Resolution No. 09-4099, For the Purpose of Accepting the Draft 2035 Regional Transportation Plan, with the Following Elements for Final Review and Analysis for Air Quality Conformance: the Transportation Systems Management and Operations Action Plan; the Regional Freight Plan; the High Capacity Transit System Plan and the Regional Transportation Functional Plan; and

WHEREAS, in August, 2007, the 2008 - 2011 Metropolitan Transportation Improvement Program (MTIP) was approved by the Metro Council by Resolution No. 07-3824, For the Purpose of Approving an Air Quality Conformity Determination For the 2008-2011 Metropolitan Transportation Improvement, assuming the 2004 Regional Transportation Plan Financially-Constrained System; and

WHEREAS, the Air Quality Conformity Determination dated March 22, 2010, included in Exhibit "A" and attached hereto, demonstrates that the financially-constrained system of the 2035 RTP and the timing and design of the projects included in the 2010-2013 MTIP can be built and the resulting total air quality emissions, to the year 2035, are forecast to be substantially less than the motor vehicle emission budgets, or maximum transportation source emission levels; now, therefore,

BE IT RESOLVED that the Metro Council hereby:

1. Approves the air quality conformity determination attached to this resolution as Exhibit "A."

2. Directs the Chief Operating Officer to forward the Air Quality Conformity Determination dated March 22, 2010, to the Federal Highway Administration and Federal Transit Administration for approval.

ADOPTED by the Metro Council this 10th day of June, 2010.

Approved as to form:

David Bragdon, Council President

Daniel B. Cooper, Metro Attorney

CLICK HERE FOR FULL REPORT



Exhibit A to Resolution No. 10-4150

Air Quality Conformity Determination

March 22, 2010

2035

REGIONAL TRANSPORTATION PLAN

and

2010–13

METROPOLITAN TRANSPORTATION
IMPROVEMENT PROGRAM



Metro | *People places. Open spaces.*

STAFF REPORT

IN CONSIDERATION OF RESOLUTION NO. 10- 4150, FOR THE PURPOSE OF APPROVING THE AIR QUALITY CONFORMITY DETERMINATION FOR THE 2035 REGIONAL TRANSPORTATION PLAN AND THE 2010-2013 METROPOLITAN TRANSPORTATION IMPROVEMENT PROGRAM.

Date: April 29, 2010

Prepared by: Mark Turpel

BACKGROUND

Overview

Federal regulations require that at least every four years the transportation plan be updated with a new time horizon, updated jobs and housing forecasts and updated information about available funds, including federal funds, for the new time period. The updated transportation plan, (know as the Regional Transportation Plan, or RTP, in the Metro area) with these new factors taken into consideration, must then be tested to see if it meets the federal Clean Air Act and state air quality regulations. In addition, the transportation improvement program (called the Metropolitan Transportation Improvement Program or MTIP in the Metro area) must be re-conformed, or re-tested, against the air quality standards within six months of the adoption of the new transportation plan. These air quality analyses – known as air quality conformity determinations - must demonstrate compliance with all federal and state determined air pollutants for the area so that the region, the Oregon Department of Transportation and local jurisdictions can continue to be eligible to receive federal funds for transportation projects within the region.

The Metro area is in compliance with the standards for all air pollutants regulated by federal and state regulations. However, the current status of air quality in the Metro region is that it is a “maintenance” area for Carbon Monoxide. That is, while the region has greatly reduced Carbon Monoxide levels and has not exceeded maximum levels since 1989, it still must monitor Carbon Monoxide levels and complete air quality conformity determinations for Carbon Monoxide emissions from on-road transportation sources. The way that this analysis is done is that the region’s projected growth to the transportation plan horizon year (2035) and the transportation investments included in the financially constrained RTP (of which the MTIP is a subset) are estimated in Metro’s travel forecast model. These travel results are then used with the Environmental Protection Agency’s approved MOBILE6.2 air quality model to determine air pollutant levels from on-road sources. These emission levels are then compared with the motor vehicle emission budgets, or maximum air pollution levels of Carbon Monoxide from on-road transportation sources, as determined by the Oregon Environmental Quality Commission based on the analysis and recommendations of the Oregon Department of Environmental Quality.

Carbon Monoxide Conformity Determination

Exhibit "A" to Resolution No. 10- 4150, “For the Purpose of Approving the Air Quality Conformity Determination for the 2035 Regional Transportation Plan and the 2010-2013 Metropolitan Transportation Improvement Program,” is the March 22, 2010 Air Quality Conformity Determination that includes a Carbon Monoxide emission analysis of on-road transportation sources from the region based on the 2035 RTP and 2008-2011 MTIP.

The analysis shows that federal and state air quality standards for Carbon Monoxide can easily be met now and in the future in the Metro region considering the combined emissions generated from on-road vehicles using: 1) the existing transportation system, and, 2) the projects included in the 2008-2011

Metropolitan Transportation Improvement Program; and, 3) all of the other improvements included in the financially constrained system of the 2035 Regional Transportation Plan; and 4) all other local transportation projects that are considered regionally significant.

Accordingly, approval of the air quality conformity determination can be considered.

If approved, the conformity determination must be forwarded to the Federal Highways Administration and Federal Transit Administration, who, after conferring with the EPA, may approve the conformity determination.

Compliance with SAFETEA-LU

In December 2009 with the Metro Council adoption of Resolution No. 09-4099, For the Purpose of Accepting the Draft 2035 Regional Transportation Plan, with the Following Elements for Final Review and Analysis for Air Quality Conformance: the Transportation Systems Management and Operations Action Plan; the Regional Freight Plan; the High Capacity Transit System Plan and the Regional Transportation Functional Plan, the region took action, in part, based on following the requirements of the federal transportation act. The lone outstanding gap is the air quality conformity determination.

Now that the air quality conformity analysis has been completed by the region, final action on the 2035 RTP and 2010-2013 MTIP may be considered consistent with all federal transportation regulations.

ANALYSIS/INFORMATION

1. **Known Opposition** None.

2. Legal Antecedents

Federal regulations include:

- Clean Air Act, as amended [42 U.S. C. 7401 and 23 U.S.C. 109(j)], as amended].
- US EPA transportation conformity rules (40 CFR, parts 51 and 93).

State regulations include:

- Oregon Administrative Rules for Transportation Conformity, (OAR Chapter 340, Division 252).
- 2006 State Implementation Plan (SIP).
- 2006 Portland Area Carbon Monoxide Maintenance Plan and 2007 Portland Area Ozone Maintenance Plan.

Metro legislation includes:

- Resolution No. 03-3381A, “For the Purpose of Adopting the 2004-2007 Metropolitan Transportation Improvement Program for the Portland Metropolitan Area” adopted by the Metro Council on December 11, 2003.
- Resolution No. 03-3382A-02, “For the Purpose of Adopting the Portland Area Air Quality Conformity Determination for the 2004 Regional Transportation Plan and 2004-2007 Metropolitan Transportation Improvement Program” adopted by the Metro Council on January 15, 2004.

- Resolution No. 05-3529A, “For the Purpose of Allocating \$62.2 Million of Transportation Priorities Funding for the Years 2008 and 2009, Pending Air Quality Conformity Determination” adopted by the Metro Council on March 24, 2005.
 - Resolution No. 05-3589A, “For the Purpose of Amending the Regional Transportation Plan to Move the I-205 Northbound Onramp/Airport Way Interchange Improvement From the Illustrative List to the Financially Constrained List” adopted by the Metro Council on June 9, 2005.
 - Resolution No. 07-3824, “For the Purpose of Approving An Air Quality conformity Determination for the 2008-2011 Metropolitan Transportation Improvement Program” adopted by the Metro Council on August 16, 2007.
 - Resolution 07-3831B, “For the Purpose of Approving The Federal Component of the 2035 Regional Transportation Plan (RTP) Update, Pending Air Quality Conformity Analysis” adopted by the Metro Council on December 13, 2007.
 - Resolution No. 09-4099 “For the Purpose of Accepting the Draft 2035 Regional Transportation Plan, With the Following Elements, For Final Review and Analysis For Air Quality Conformance: The Transportation System Management and Operations Plan; The Regional Freight Plan; The High Capacity Transit System Plan; and The Regional Transportation Functional Plan” adopted by the Metro Council on December 17, 2009.
3. **Anticipated Effects:** Approval of this resolution allows for funding of proposed transportation projects in the 2010-2013 MTIP and advancing the goals of the 2035 Regional Transportation Plan. With approval, staff will submit the Air Quality Conformity Determination and findings to the U.S. Department of Transportation for approval.
4. **Budget Impacts:** None directly by this action. Upon approval of this action, the some of the projects included in the 2010-2013 Metropolitan Transportation Improvement Program would provide partial funding support for some of the region’s transportation planning activities that might otherwise have a reduced scope, be delayed or not be undertaken.

RECOMMENDED ACTION

Staff recommends approval of Resolution No. 10- 4150.

 Metro | *Memo*

Date: May 5, 2010

To: MPAC

From: MPAC employment subcommittee:
Robin McArthur, Metro, Chair of Subcommittee
Mayor Shane Bemis, City of Gresham, Chair of MPAC
Mayor Sam Adams, City of Portland
Mayor Denny Doyle, City of Beaverton
Councilor Carl Hosticka, Metro
Councilor Rod Park, Metro
Mayor Jerry Willey, City of Hillsboro
Richard Whitman, Director of DLCD
Charlie Allcock, PGE
Gary Barth, Clackamas County
Steve Dotterer and Bob Clay, City of Portland
Susie Lahsene, Port of Portland
Steve Peterson, CH2M Hill
Patrick Quinton, PDC
Pat Ribellia, City of Hillsboro
Doug Rux, City of Tualatin
Mike Wells, Cresa Partners; Mark Clemons, Group Mackenzie

Re: Final report to MPAC on addressing large-industrial-site demand

Background:

Attracting and retaining traded-sector industrial companies is critical to the region's economic prosperity. Traded-sector companies sell goods to buyers outside of the Metro region, bringing additional wealth into the region. The 2009 Urban Growth Report (UGR) identified demand for an additional 200 to 1,500 acres in large lot configurations (more than 50 buildable acres in a single site) for traded-sector industrial uses. The MPAC employment subcommittee was formed to consider how the growth management decisions that will be made in December 2010 can address large lot demand and help the region to achieve its desired outcomes.

The subcommittee's recommendations to MPAC include short-term and long-term strategies, which are elaborated on in the body of this memo:

Short-term strategies for providing large sites

- Strengthen Title 4 of the Urban Growth Management Functional Plan to protect against specific conflicting uses (parks, schools, churches) in Regionally Significant Industrial Areas
- Create a large-site-metering system
- When making a growth management decision in 2010, consider factors such as the current trend in unemployment rates, the employment forecast, the need for site choices, and the region's history of developing large lots added to the UGB.

Long-term strategies for providing large sites

- Pursue new infrastructure funding strategies to make sites development-ready
- Elevate brownfield cleanup to a regional priority
- Require concept planning of urban reserves before UGB expansion
- Revamp Title 4 of the Urban Growth Management Functional Plan to recognize blurry boundaries between employment uses
- Explore the concept of large-lot industrial tax deferral

This memo is organized under two broad themes:

- Recommendations for large sites already inside the UGB
- Recommendations if UGB expansions are made to provide additional large sites

Subcommittee recommendations for large sites already inside the UGB

1. Strive to make the region's large lot inventory development-ready:

An inventory of vacant sites is, alone, inadequate for attracting traded-sector industrial employers. The region should have a goal to increase its supply of development-ready sites. This would better align local and regional efforts with Statewide Planning Goal 9 (Economic Development), which calls for maintaining a competitive short-term supply of land for employment uses. Multiple public and private entities must collaborate to achieve a goal of making a site development ready within 180 days of approval of a development application. Infrastructure must be available, zoning must be adopted, and the site must be annexed into a city. The actions recommended in this memo would help to increase the number of development-ready sites in the region.

2. Protect unique industrial areas from conflicting uses:

Regulations are essential for protecting large industrial sites from conversion to non-industrial uses. However, there is a need to tailor land use regulations and other strategies to achieve a better balance of public and private sector benefits and burdens. The subcommittee recommends further work on two possible options:

Balance public and private interests with a large-lot industrial tax deferral program

Oregon's farm use tax assessment program could serve as a model for tax assessment of large, vacant industrial sites. Under the farm use assessment system, lands kept in active farm use are assessed at a lower rate through use of a tax deferral. The subcommittee recommends Metro staff research the feasibility of an industrial tax deferral program. Such a system could offset the

use restrictions placed on these sites as they await industrial development. The program would also seek to ensure that public infrastructure investments serve their intended purpose (to serve future industrial areas). Depending on the circumstances, market-rate back taxes could be collected on properties that get used or rezoned for non-industrial purposes.

The subcommittee recommends further exploration of the applicability of this concept for large, vacant industrial sites. Because this type of program would require legislative changes, it is a longer-term recommendation.

Issues for further discussion regarding a large lot tax deferral system

1. How much foregone tax revenue would such a system entail? Are there other funding mechanisms that could limit the fiscal impacts to cities if this program were instituted?
2. What are the financial incentives and disincentives that would need to be created in order for the program to work? For example, what level of back taxes may need to be incurred to discourage conversion of industrial land to non-industrial uses?
3. Is there a way to use this type of program as an incentive to encourage lot assembly?
4. What legislative changes would be necessary and how likely is it that efforts to change the law would be successful?

Focus Title 4 of the Urban Growth Management Functional Plan on protecting Regionally Significant Industrial Areas

Title 4 of the Urban Growth Management Functional Plan seeks to provide and protect a supply of sites for employment by limiting the types and scale of non-industrial uses in Regionally Significant Industrial Areas, Industrial and Employment Areas.

In the short-term (before any UGB expansions are made in 2010), the subcommittee recommends that Title 4 be amended to prohibit new schools, places of assembly, recreation facilities and parks (with exceptions for habitat protection) in Regionally Significant Industrial Areas.

In the long-term (2011), the subcommittee recommends more significant changes to Title 4 and the Title 4 map. These changes would implement the recommendations of the 2004 Greater Metropolitan Employment Lands Study (GMELS). Generally, the proposed changes are:

- Work with jurisdictions in the region to identify key industrial sanctuaries with unique site characteristics or infrastructure facilities.
- Focus regulations on protecting the region's most important industrial areas and their associated public facilities (e.g. transportation facilities)
- Loosen regulations in other employment areas to allow for a wider range of uses that reflects the sometimes blurry lines between industrial and non-industrial uses

3. Prioritize brownfield cleanup as a strategy for increasing the region's supply of development-ready sites:

Some traded-sector industrial uses require large sites with marine or other specialized terminal access or, more generally, locations in existing urban areas. These needs cannot be accommodated through UGB expansions. However, some of the region's large industrial sites are contaminated. Brownfield cleanup will be essential in order to accommodate some priority sectors.

The subcommittee recommends that brownfield cleanup be elevated to a regional priority. Brownfield cleanup should be as much of a funding priority as paying for the infrastructure necessary to make greenfield sites development-ready. New sources of funding are needed for cleanup. Federal and State legislative changes are needed to reduce future property owner liabilities.

The subcommittee suggests identifying the large sites that are regional priorities for cleanup. This could be accomplished through the use of a tiered list of priority sites. The subcommittee also recommends documenting the potential cleanup costs for high-priority brownfield sites.

4. Pursue new infrastructure funding strategies to make sites development-ready:

Sites will not be development-ready if public facilities are not available. Existing infrastructure funding mechanisms are inadequate for ensuring the region's economic competitiveness. According to Metro's 2008 Regional Infrastructure Analysis, the estimated cost of building the public and private facilities needed to accommodate growth in jobs and housing in the three-county Portland region through 2035 is \$27-41 billion. Traditional funding sources are expected to cover only about half that amount. Even if the region does not experience this projected growth, \$10 billion is needed just to repair and rebuild our existing infrastructure. The subcommittee recommends that new collaborative funding strategies be explored at the local, regional, and state level.

Subcommittee recommendations if UGB expansions are made

5. Require concept planning of urban reserves before UGB expansion:

A critical step towards providing development-ready sites is to complete some level of concept planning for urban reserve areas. The intergovernmental agreements that were signed by Metro and the three counties on urban and rural reserves require that concept planning be completed. These concept plans¹ will provide more certainty for how an area will be developed, could be used to market sites to potential firms, and would provide the means for making UGB expansions that intentionally accomplish regional and community goals. Pre-expansion concept planning would be necessary to make the UGB metering process, summarized in recommendation six, function properly.

The subcommittee recommends that pre-UGB-expansion concept plans be specific enough to inform UGB expansion decisions, but not be overly-prescriptive such that they become immediately outdated or preclude some degree of flexibility with future land uses.

Recommended contents of a concept plan for large lot industrial uses

A pre-expansion concept plan for large lot industrial uses should describe the following.

1. The suitability of the site for particular industry sectors.
2. The general locations of the types of uses desired for the area.
3. The general locations of sewer, water and storm-water systems and transportation facilities, and a description of either connections of these systems to existing systems within the UGB or a description of how decentralized infrastructure systems may be

¹ Note - if UGB expansions are made in 2010, there will not be time for pre-expansion concept planning; this is a longer-term recommendation for future UGB expansion areas.

configured on site. These descriptions should include preliminary estimates of the costs to provide the facilities and services.

4. Natural features that will be subject to protection under Titles 3 and 13 of Metro's Urban Growth Management Functional Plan.
5. An understanding between or among the county, the city or cities that will provide any urban service to the area, and other service providers that determines which city, cities or special districts will be the eventual providers of urban services.
6. An understanding between or among the county and the city or cities that determines the city or cities that will have authority to annex the area, or portions of it, following addition to the UGB.
7. An evaluation of possibilities for the assembly of smaller taxlots.

Issues for further discussion regarding concept planning

The subcommittee recommends further discussion of the following issues regarding pre-UGB-expansion concept planning:

1. Who will pay for concept planning?
2. What level of plan specificity is appropriate?
3. Before UGB expansions are made, cities have a greater leverage to encourage cooperation amongst landowners to assemble larger sites for industrial uses. After UGB expansions are made, it is more likely that there will be landowners that will hold out for high sales prices. Because cities are unable to provide landowners with any certainty that their properties will be included in the UGB in the near term, devising a strategy for lot assembly before UGB expansions are made would be challenging. To address this challenge, the subcommittee proposes the following ideas for further consideration:
 - a. Cities could enter into option agreements with landowners to assemble large sites.
 - b. Service providers could withhold services to properties until a taxlot assembly plan or agreement is in place for a UGB expansion area.

6. Create a land-metering mechanism to maintain the region's inventory of large industrial sites:

Growth management decisions made in 2010 will provide an additional 200 to 1,500 acres in large site configurations. In order to ensure that the region maintains a supply of large industrial sites that is competitive with other regions, the MPAC employment subcommittee recommends the creation of a land-metering process that operates in the intervening years of the five-year growth management decision cycle.

With a land-metering mechanism, as large sites inside the UGB get developed, they would be replenished through fast-track UGB expansions or through an action that makes land inside the UGB available (e.g. taxlot assembly or brownfield cleanup²).³ The Metro Council would return the region's large-site supply to its baseline target within a year of notification that ground has been broken on a large site.

² Standards need to be developed to determine whether a brownfield has been cleaned sufficiently to make it part of the large site inventory. An example of possible standards for brownfield cleanup are those that DEQ applies.

³ To satisfy state law, before expanding the UGB, Metro would first need to determine whether efficiency measures can be taken.

Regional large-lot demand and supply would again be reassessed in the 2014 urban growth report, which would be the basis for a growth management decision in 2015. The large lot supply that results from those decisions would be the new baseline inventory inside the UGB to maintain through 2030. The metering process would again be used in those intervening years to maintain a competitive supply within the UGB.

Elements of large-site-metering mechanism

1. With the 2010 growth management decision, the Metro Council establishes a baseline target for the number of vacant, buildable large sites to be maintained inside the UGB.
2. Metro and local governments identify the urban reserves with potential to provide large sites once inside the UGB.
3. Metro and local governments monitor the large-site supply inside the UGB.
4. The Metro Council adopts a fast-track process for adding industrial land to the UGB from urban reserves.
5. When the supply drops below the target (large sites are no longer vacant or buildable), the Metro Council has one year to return the baseline supply of large sites to its target. This can be accomplished either through efficiency measures such as brownfield cleanup and taxlot assembly or through a UGB expansion. If the UGB is expanded, use the fast-track process between five-year capacity cycles, or the legislative process associated with the next cycle if the drop occurs within one year of the capacity analysis. In making UGB expansions, consider the efficient distribution of employment opportunities throughout the region.
6. The Metro Council reviews the target to adjust to market changes at each five-year capacity cycle.

7. Aim to accommodate priority traded-sector industries when making growth management decisions:

A number of cities in the region have recently completed economic opportunity analyses (EOAs) that describe their economic development priorities⁴. These priorities include attracting several industries in traded sectors that have preferences for large lots. The specific site preferences of priority sectors listed in EOAs as well as the freight facilities that support those sectors should be a particular focus in upcoming growth management decisions.

8. Location matters: policy considerations to guide where within the 200-to-1,500-acre range to plan:

Individual industry sectors and clusters have specific site size, transportation network, infrastructure, and labor needs. Efforts to attract firms in these sectors could be more successful if there are a variety of sites in a variety of locations from which to choose. When deciding where within the 200-to-1,500-acre range to plan, MPAC and the Metro Council should plan for a point in the range that provides future firms with adequate site choices.⁵

⁴ Note – other sectors are also economic development priorities for cities in the region. This short list only includes traded-sector industries that have historically had a preference for large sites and that are mentioned in EOAs. Included are manufacturing (especially high-tech, solar, medical devices, and advanced manufacturing) and logistics, warehousing, and distribution (including marine and air terminal uses).

⁵ If a land-metering process is adopted, as described in recommendation number six, it could reduce the risk of making more modest cyclical UGB expansions.

Examples of factors that influence demand and potential supply include:

- Current unemployment rates
- Employment forecast
- Potential adoption of a large-site-metering mechanism
- Potential adoption of additional protections for industrial areas
- Need for site choices to attract traded-sector firms and clusters
- History of development in past UGB expansion areas
- Current industrial building vacancy rates

Materials following this page were distributed at the meeting.

DRAFT 13

May 6, 2010

Exhibit D to Ordinance No. 10-1238

TITLE 11: PLANNING FOR NEW URBAN AREAS

3.07.1105 Purpose and Intent

The Regional Framework Plan calls for long-range planning to ensure that areas brought into the UGB are urbanized efficiently and become or contribute to mixed-use, walkable, transit-friendly communities. It is the purpose of Title 11 to guide such long-range planning for urban reserves and areas added to the UGB. It is also the purpose of Title 11 to provide interim protection for areas added to the UGB until city or county amendments to land use regulations to allow urbanization become applicable to the areas.

3.07.1110 Planning for Areas Designated Urban Reserve

A. The county responsible for land use planning for an urban reserve and any city likely to provide governance or an urban service for the area, shall, in conjunction with Metro and appropriate service districts, develop a concept plan for the urban reserve prior to its addition to the UGB pursuant to Metro Code 3.01.015 and 3.01.020. The date for completion of a concept plan and the area of urban reserves to be planned will be jointly determined by Metro and the county and city or cities.

B. A concept plan shall achieve, or contribute to the achievement of, the following outcomes:

1. If the plan proposes a mix of residential and employment uses:
 - a. A mix and intensity of uses that will make efficient use of the public systems and facilities described in subsection C;
 - b. A development pattern that supports pedestrian and bicycle travel to retail, professional and civic services;
 - c. Opportunities for a range of needed housing types;

- d. Sufficient employment opportunities to support a healthy economy, including, for proposed employment areas, lands with characteristics, such as proximity to transportation facilities, needed by employers;
 - e. Well-connected systems of streets, bikeways, parks and other public open spaces, natural areas, recreation trails and public transit;
 - f. Protection of natural ecological systems and important natural landscape features;
 - g. Avoidance or minimization of adverse effects on farm and forest practices and important natural landscape features on nearby rural lands; or
2. If the plan involves fewer than 100 acres or proposes to accommodate only residential or employment needs, depending on the need to be accommodated:
- a. Opportunities for a range of needed housing types;
 - b. Sufficient employment opportunities to support a healthy economy, including, for proposed employment areas, lands with characteristics, such as proximity to transportation facilities, needed by employers;
 - c. Well-connected systems of streets, bikeways, pedestrian ways, parks, natural areas, recreation trails;
 - d. Protection of natural ecological systems and important natural landscape features;
 - e. Avoidance or minimization of adverse effects on farm and forest practices and important natural landscape features on nearby rural lands.

C. A concept plan shall:

1. Show the general locations of any residential, commercial, industrial, institutional and public uses proposed for the area with sufficient detail to allow estimates of the cost of the public systems and facilities described in paragraph 2;

2. For proposed sewer, water and storm-water systems and transportation facilities, provide the following:

- a. The general locations of proposed sewer, water and storm-water systems;

- b. The mode, function and general location of any proposed state transportation facilities, arterial facilities, regional transit facilities and freight intermodal facilities;
- c. The proposed connections of these systems and facilities, if any, to existing systems;
- d. Preliminary estimates of the costs of the systems and facilities in sufficient detail to determine feasibility and allow cost comparisons with other areas;
- e. Proposed methods to finance the systems and facilities; and
- f. Consideration for protection of the capacity, function and safe operation of state highway interchanges, including existing and planned interchanges and planned improvements to interchanges.

3. If the area subject to the concept plan calls for designation of land for industrial use, include an assessment of opportunities to create and protect parcels 50 acres or larger and to cluster uses that benefit from proximity to one another;

4. Show water quality resource areas, flood management areas and habitat conservation areas that will be subject to performance standards under Titles 3 and 13 of the Urban Growth Management Functional Plan;

5. Be coordinated with the comprehensive plans and land use regulations that apply to nearby lands already within the UGB;

6. Include an agreement between or among the county and the city or cities and service districts that preliminarily identifies which city, cities or districts will likely be the providers of urban services, as defined at ORS 195.065(4), when the area is urbanized;

7. Include an agreement between or among the county and the city or cities that preliminarily identifies the local government responsible for comprehensive planning of the area, and the city or cities that will have authority to annex the area, or portions of it, following addition to the UGB;

8. Provide that an area added to the UGB must be annexed to a city prior to, or simultaneously with, application of city land

use regulations to the area intended to comply with subsection C of section 3.07.1120; and

9. Be coordinated with schools districts.

D. Concept plans shall guide, but not bind:

1. The designation of 2040 Growth Concept design types by the Metro Council;
2. Conditions in the Metro ordinance that adds the area to the UGB; or
3. Amendments to city or county comprehensive plans or land use regulations following addition of the area to the UGB.

E. If the local governments responsible for completion of a concept plan under this section ~~fail~~ are unable to reach agreement on a concept plan by the date set under subsection A, then the Metro Council may nonetheless add the area to the UGB ~~shall complete the concept plan in consultation with the local governments~~ if necessary to fulfill its responsibility under ORS 197.299 to ensure the UGB has sufficient capacity to accommodate forecasted growth. ~~Failure of the Metro concept plan to comply fully with subsection C does not preclude addition of the area to the UGB by the Metro Council.~~

3.07.1120 Planning for Areas Added to the UGB

A. The county or city responsible for comprehensive planning of an area, as specified by the intergovernmental agreement adopted pursuant to 3.07.1110C(7) or the ordinance that added the area to the UGB, shall adopt comprehensive plan provisions and land use regulations for the area to address the requirements of subsection C by the date specified by the ordinance or by Metro Code 3.01.040(b)(4).

B. If the concept plan developed for the area pursuant to Section 3.07.1110 assigns planning responsibility to more than one city or county, the responsible local governments shall provide for concurrent consideration and adoption of proposed comprehensive plan provisions unless the ordinance adding the area to the UGB provides otherwise.

C. Comprehensive plan provisions for the area shall include:

1. Specific plan designation boundaries derived from and generally consistent with the boundaries of design type

designations assigned by the Metro Council in the ordinance adding the area to the UGB;

2. Provision for annexation to a city and to any necessary service districts prior to, or simultaneously with, application of city land use regulations intended to comply with this subsection;

3. Provisions that ensure zoned capacity for the number and types of housing units, if any, specified by the Metro Council pursuant to Metro Code 3.01.040(b)(2);

4. Provision for affordable housing consistent with Title 7 of the Urban Growth Management Functional Plan if the comprehensive plan authorizes housing in any part of the area;

5. Provision for the amount of land and improvements needed, if any, for public school facilities sufficient to serve the area added to the UGB in coordination with affected school districts. This requirement includes consideration of any school facility plan prepared in accordance with ORS 195.110;

6. A conceptual street plan that identifies internal street connections and connections to adjacent urban areas to improve local access and improve the integrity of the regional street system. For areas that allow residential or mixed-use development, the plan shall meet the standards for street connections in the Regional Transportation Functional Plan; and

7. Provision for the financing of local and state public facilities and services.

8. A strategy for protection of the capacity and function of state highway interchanges, including existing and planned interchanges and planned improvements to interchanges.

D. The county or city responsible for comprehensive planning of an area shall submit a determination of the residential capacity of any area zoned to allow dwelling units, using the method in Section 3.07.120, to Metro within 30 days after adoption of new land use regulations for the area.

3.07.1130 Interim Protection of Areas Added to the UGB

Until land use regulations that comply with section 3.07.1120 become applicable to the area, the city or county responsible

for planning the area added to the UGB shall not adopt or approve:

- A. A land use regulation or zoning map amendment that allows higher residential density in the area than allowed by regulations in effect at the time of addition of the area to the UGB;
- B. A land use regulation or zoning map amendment that allows commercial or industrial uses not allowed under regulations in effect at the time of addition of the area to the UGB;
- C. A land division or partition that would result in creation of a lot or parcel less than 20 acres in size, except for public facilities and services as defined in Metro Code section 3.01.010, or for a new public school;
- D. In an area designated by the Metro Council in the ordinance adding the area to the UGB as Regionally Significant Industrial Area:
 - 1. A commercial use that is not accessory to industrial uses in the area; and
 - 2. A school, a church, a park or any other institutional or community service use intended to serve people who do not work or reside in the area.

3.07.1140 Applicability

Section 3.07.1110 becomes applicable on March 31, 2011.



MEMORANDUM

DATE: March 31, 2010

TO: Patrick Ribellia, Esq., Planning Director, CITY OF HILLSBORO

FROM: Bill Reid, Principal
JOHNSON REID, LLC

SUBJECT: West WashCo./Metro Region Competitive Large Industrial Site Supply

As the Regional Government considers new, large industrial site supply for urbanization, on behalf of the established high tech industry, the emerging silicon solar energy manufacturing industry cluster and the incubating bio-pharma industry cluster in West Washington County, the City of Hillsboro specifically seeks to provide a supply of large, development-ready sites that is competitive with other markets nationwide that strive to grow similar targeted industry clusters.

To understand what West WashCo (aka the “heart of the Silicon Forest” in Hillsboro) currently has in terms of large industrial site supply – *not necessarily 180-day development ready* – and what it should supply to maintain competitiveness, JOHNSON REID constructed the following summary table comparing:

- Current West WashCo. UGB large industrial site “buildable” supply ***contingent upon site assembly***;¹
- West WashCo.’s total 20-Year Medium Growth demand for large sites; and
- Current, development-ready supply (180-day) marketed by the Region’s identified competitors. We would underscore that competitors – Albuquerque and Austin – have each identified replacement industrial land supply exceeding a thousand acres according to officials interviewed.

Competitive Market	50-100 Acre Sites		100+ Acre Sites		50+ Acre Sites	
	Site Count	Acreage	Site Count	Acreage	Site Count	Acreage
Colorado Springs	20	1,500	5	500	25	2,000
Raleigh	2	126	12	1,470	14	1,596
Austin (Round Rock)	5	380	6	855	11	1,235
<i>West WashCo. - Medium Demand (20 yr)</i>	4	310	7	904	11	1,214
Albuquerque	3	225	9	900	12	1,125
<i>West WashCo. - Current Buildable Supply</i>	3	162	3	369	6	531

SOURCE: City of Hillsboro Vacant Lands Inventory (Dec. 2008), City of Hillsboro EOA (Mar. 2009), Johnson Reid (Feb. 2010)

- Within Hillsboro, the heart of the Silicon Forest now uncompetitively supplies 531 acres, or six 50+ acre vacant sites in total *contingent upon site assembly*, of which fewer than 400 acres are “site certified” or development-ready according to Business Oregon.
- **The Hillsboro Economic Opportunities Analyses estimated a large industrial site market demand for these 3 industry clusters of 1,214 acres over a twenty-year period.**² An available inventory of sites, that matches that market demand and reasonably development-ready, would place West WashCo “in the middle of the pack” compared to its most comparable competitors for silicon-based, high-tech manufacturing, Albuquerque and Austin.
- To be *truly* competitive, however, that inventory of sites would also have to be largely or completely development-ready for 180-day site location decisions by targeted industry clusters rather than simply “buildable.”

During the course of research, it was also learned that a large solar employer was recently forced to locate in another state because current land price in West WashCo. for limited available supply was cost-inhibitive.

¹ The heart of the Silicon Forest in Hillsboro currently has only one 50-100 acre tax lot site (Nike Foundation site on Shute Road) and no single, 100+ acre tax lot site.

² Medium Growth Scenario, Hillsboro Economic Opportunities Analysis, Figures 27 and 28 (March 2009).

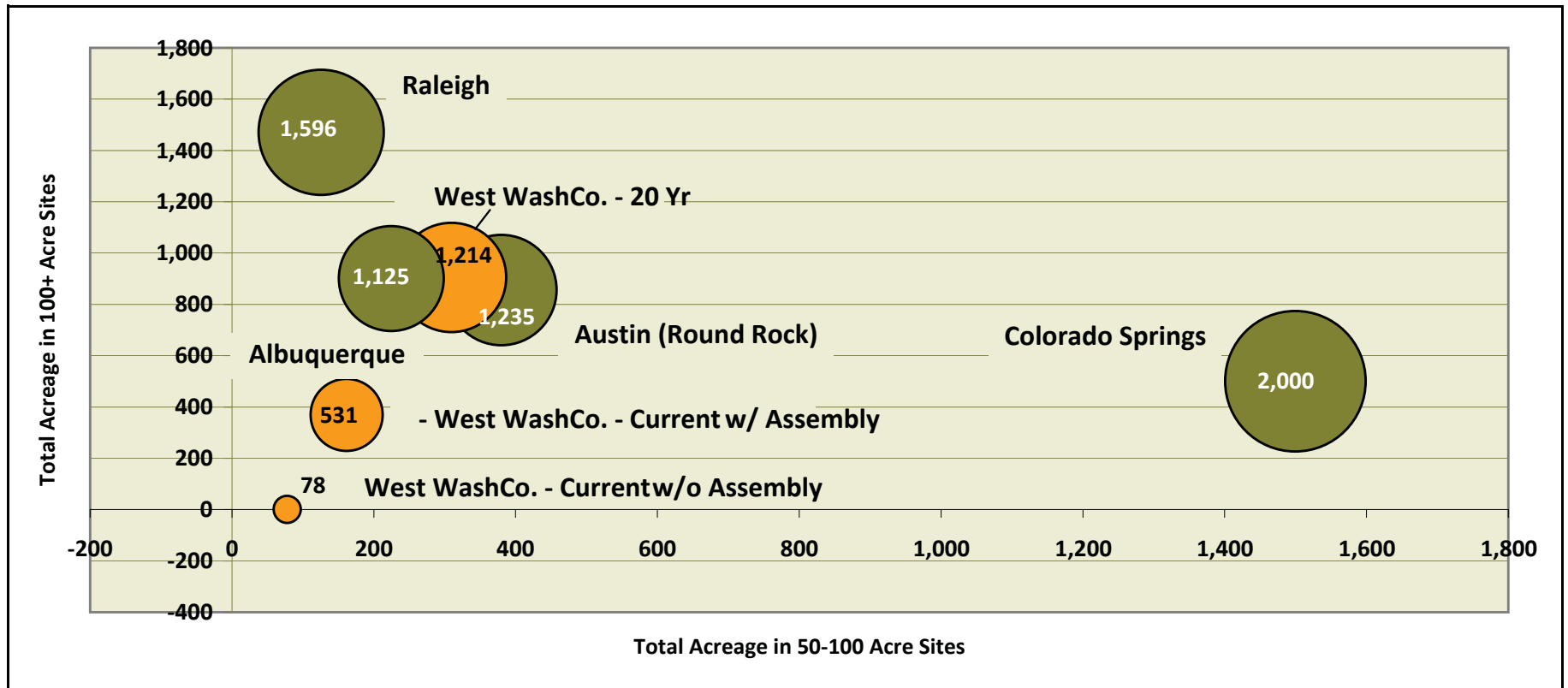


We therefore recommend the following for the heart of the Silicon Forest in Hillsboro to maximize competitiveness:

- Addition of at least 140 acres in single lot or easily-assembled 50-100 acre sites;
- Addition of at least 550 acres in single lot or easily-assembled 100+ acre sites;
- Rapid pursuit of site certification or “development-ready” status for as many sites as possible.
- Potential “clustering” of site supply in 300+ acre areas or flexible “supersites” to allow greater flexibility and competitiveness with the markets identified above, as well as Tennessee and other solar competitors.

West Washington County/ Portland Region Large Industrial Site Competitiveness - Market Comparison

[High-Tech, Silicon Solar Manufacturing & Bio-Pharma Large Industrial Acreage]





MEMORANDUM

DATE: January 25, 2010
TO: Patrick Ribellia, Esq., Planning Director, CITY OF HILLSBORO
FROM: Bill Reid, Principal
JOHNSON REID, LLC
SUBJECT: Competitive Markets & Market Factor Approach to Large Industrial Site Provision

JOHNSON REID was retained by the City of Hillsboro to document the importance and need for large-site industrial “market choice” supply for successful economic development. The term “market choice” employed here is defined as the minimum site count or gross acreage of development-ready large industrial sites/parcels that ensure adequate choice for prospective industries and firms to consider for successful site selection and recruitment.

To this end, JOHNSON REID interviewed economic development professionals in a nationwide survey of market areas which have similar targeted industry recruitment to identify specific strategy and economic development policy underpinnings for other, competitive regions. The objective of this case study analysis is to understand the approach to land provision for economic development in other markets and how the availability or scarcity of large industrial sites impacts their business recruitment and marketability in business' location decisions.

In short, our findings reinforce the idea that the Portland metro area is basically unique in taking a detailed, micro-view of individual site need location, specific industry need planning, timing and land urbanization and development justification. Alternatively, nearly all markets that are frequently viewed as models or competitors, including North Carolina and Austin, Texas, regard large industrial site strategy as an issue of providing significant, prospective supply and choice based not on any study, best practice or empirical approach, but rather regional or jurisdictional economic goals and objectives and market/land owner coordination.

The sole exception, Seattle/King County, does not pursue larger manufacturers but focuses on research-based companies enabled, admittedly, by that market’s unique feature of two high-profile research and development institutions: Fred Hutchison Cancer Research Center and the University of Washington.

We first provide an overview of consensus economic development and recruitment strategy among nationwide competitors with detailed summary of large industrial site supply approach. Consensus findings are followed by individual summaries of each competitive market area profiled.

CONSENSUS SUMMARY OF FINDINGS

Table 1 highlights the five market areas that were evaluated in our case study. These regions were selected to reflect similar livability characteristics, and represent regions that are known to compete with Hillsboro in the recruitment of Hillsboro's target industries, namely High-Tech manufacturing and Renewable Energy Manufacturing.

TABLE 1

Market Area
Austin, Texas
Albuquerque, New Mexico
Seattle, Washington
Raleigh-Durham, North Carolina
Colorado Springs, Colorado



Organization of Economic Development

For the most part, the approach to economic development, and particularly large sites and employer recruitment in our case study markets are similar. Typically, a market has a regional economic development lead, which most commonly is a private, non-profit Economic Development Corporation or a division of the regional Chambers of Commerce. The Economic Development Corporation is the lead in business recruitment and site location management, in coordination with local land brokers.

Localized jurisdictions typically get involved in the process of assembling incentive packages in coordination with respective state or other regional agencies. Our finding is that economic development is organized by this structure in part as a response to public economic development office restrictions on trade show travel, and other standard business recruitment expenses, as well as maintaining confidentiality of potential recruitment efforts.

Land Availability Strategy

Our finding is that competing market areas are faced with a far less rigorous land use planning process and that maintaining availability of sites is most commonly a function of market factors and physical land characteristics. While most regions have allocated resources to developing target industry identification strategies and strategies for local business development, we find that case study markets are neither faced with mandated site count minimums for adequate “choice” nor maximum restrictions on the number of sites in their inventory.

In other words, large industrial site scarcity is not an artificial product of regulatory environment and, when potential site supply is reduced, regional economic development policy seeks site supply replacement/refreshment to maintain sizeable supply stock, though “sizeable” varies from market to market. Availability of alternative locations in our case study, where physical land characteristics permitted, are seen as benefited by a diversity of marketable site alternatives.

When asked how this site marketability played into their success in recruiting large employers, the overwhelming consensus was **significant**.

- According to Denis Houston, Director of Retention and Expansion for Albuquerque Economic Development Inc. "Having a diversity of sites is exceedingly important. At this stage in location selection, having the diversity [for firms] to shop multiple sites with different characteristics will "keep us in the game" as opposed to firms going elsewhere."
- This theme was echoed by Dave White, Executive Vice President of Marketing for Colorado Springs Economic Development Corp, "Site marketability and options are essential. The ability to offer a suitable site on a fast time frame is critical, without it you are not in the game."
- Conversely, Steve Gerritson, Business Development Manager for Enterprise Seattle expressed different approach with Seattle's limited physical land supply, "we're not really in the game for manufacturing. We don't have the sites... And what I do have does not pencil for those manufacturers." In the case of Seattle, education institutions and workforce that allows them to compete for research oriented firm were cited as strengths.

Land Availability

To demonstrate the issue of site availability and marketability in competing markets, on the following is a brief summary of respondents' estimate of their large industrial site inventory available.



Raleigh, North Carolina

- Raleigh has a site certification program at the state and county levels.
- Raleigh reported presently having industrial large, individual sites of 60, 66, and 130 acres.
- In addition, two “super sites” of 472 and 998 acres, respectively, were reported.
- Super sites are intended for much larger potential users, but can be subdivided as a park.

Albuquerque, New Mexico

- Albuquerque has more land available than any area in the case study.
- The majority of their land is concentrated around sites within two master planned areas, Mesa del Sol and SunCal.
- The first, Mesa del Sol, is among the largest master planned developments in the country covering nearly 20 square miles for employment and residential uses. The second master planned area is a SunCal project with an estimated 6,500 acres of combined employment and residential uses.
- Albuquerque Economic Development Inc. estimates they have between 8-10 parcels around 100 acres that are development-ready, or shovel-ready within 180 days, with an additional 2-3 vacant buildings in the 200,000 square foot range that have gotten attention as retrofits.

Colorado Springs, Colorado

- Colorado Springs has a significant amount of vacant land to the east of the City center. The Colorado Springs Economic Development Corp. estimates they have around 35 50-100 acre sites with roughly 20 development-ready.
- They recently made a push to identify potential sites with rail access, now well above 500 acres.

Seattle, Washington

- Representatives from Enterprise Seattle indicated they do not have a significant number of large sites, with "many" 20-30 acre sites but "few, if any" sites above 50 acres.
- They do not view this as problematic as economic development efforts in that market are focused on research-oriented firms that require smaller sites than manufacturers.

Austin, Texas

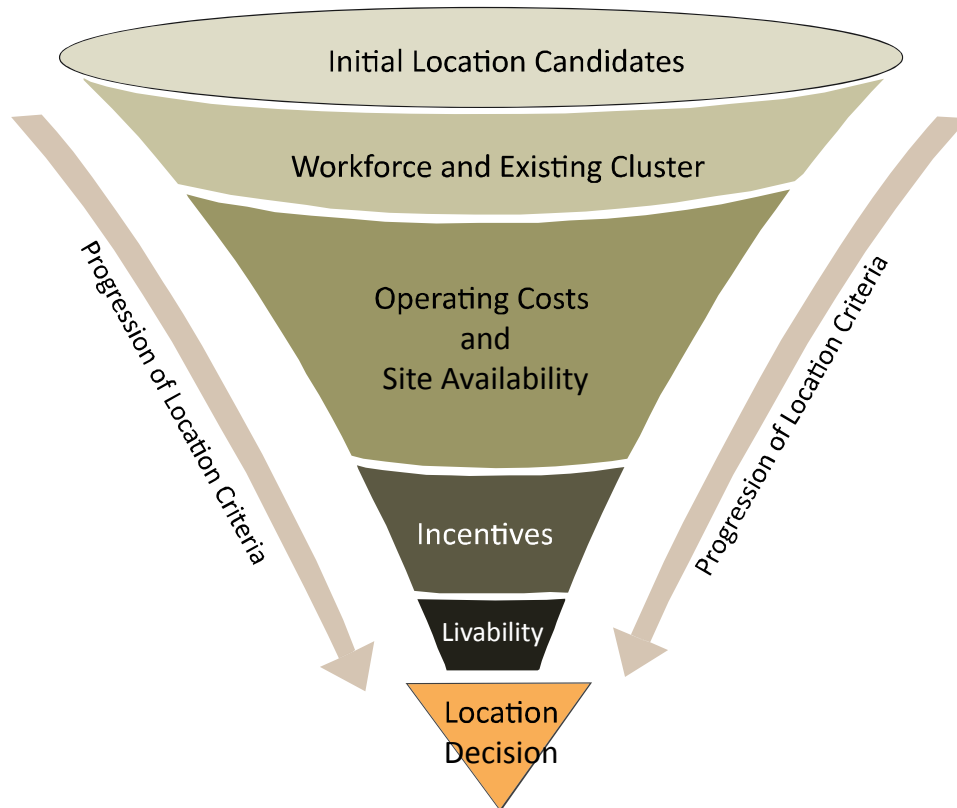
- Similar to Albuquerque, Austin has a significant amount of land available in master planned communities and various tech/industrial parks in production.
- Our survey of their inventory database found the equivalent of 520 acres available in their "featured property profile" including the Texas Clean Energy Park, a 140-acre park dedicated to the agglomeration of clean energy businesses.
- In the general database we identified well over 1,000 acres of large lot sites including 5-6 properties in the 100-to-185 acre range and a 315-acre super site.



Process of Location Selection and Criteria

During our case study interviews, a central theme emerged time and again that became a consensus view of how firms review sites in a market, select locations and where various selection criteria fall in the process. We have organized this process into the figure below.

FIGURE 1: BUSINESS LOCATION DECISION PROCESS



Initial Location Candidates

Firms begin with basket of potential locations based on their preliminary understanding of these and other location characteristics. Selection process frequently starts with 10-15 location “candidates”. In other words, for particular industries or individual businesses, locations are “on the radar” because they are broadly known to have a mix or variety of favorable conditions.

Workforce & Industry Criteria

The first and most important selection criterion is the presence of an appropriately trained workforce and industry network for that firm. For some firms or industries, this could be the impact of a major educational institution, existing well-trained workforce, cluster of interrelated businesses or vendors, or most frequently a combination. Firms then eliminate location candidates that do not satisfy this basic criterion. This is often an internal process in the very preliminary phases of the site search process.

Operating Costs and Site Availability

After locations with suitable workforce and industry characteristics are established, firms begin to evaluate their cost of doing business at each location. This is the stage in the location process that economic development recruiters refer to when they are “in the game”. Firms evaluate utility rates, standard wages, and tax structure,



among countless other factors. In this process firms begin to look for sites that fit their operating needs. Large industrial sites are unique, and no site is ever "perfect". It is in this stage that case study respondents indicated that having sites is essential to progressing to the next stage of the process. As put by Adrienne Cole, Director of Raleigh Economic Development, "This is a game of not being eliminated. Having a choice of suitable sites keeps you in the game longer, gets you to the next stage."

Incentives & Livability

At this stage, firms have narrowed their candidates down to a small list of potential locations, and most likely have potential sites identified. It is here where a location's ability to provide financial incentives as necessary can win the decision. Tools available to some jurisdictions usually range from property tax incentives to credits for high wage job creation, to discretionary funds.

According to our case study respondents, livability of a community comes into play in this stage again in an "all else equal" preference situation. Effectively, all communities that were initially "on the radar" have a generally high livability standard that, in conjunction with all other criteria, got them on the radar in the first place. Livability typically factors again at the end of the process, in instances where other business-related factors remain roughly equal, such that decision makers' preference for a particular community quality of life may "break the tie."

INDIVIDUAL SUMMARIES

AUSTIN, TEXAS

- The Economic Development Lead is the Chamber of Commerce. The Chamber manages the site inventory and does initial recruiting. The City gets involved when the Chamber has a recruiting target that is interested in the region. The City will partner with the State to put together incentive packages as necessary.
- Targeted Industries include: Clean energy, bio-tech, corporate headquarters, digital media, (video) gaming, and nanotech. The City's primary competitive advantage is workforce. The combination of the University of Texas and an existing high-tech semiconductor cluster is the source. Otherwise cost of business and livability are factors.
- Austin sees itself competing largely with Raleigh and the Tennessee Valley, although nearly every other respondent noted Austin as a major competitor.
- There is no mandate or strategy in Austin requiring or limiting site availability. Zoning limitations on land in Austin were the most relaxed in the survey.
- The region focuses on workforce and infrastructure investment. The region has the most diverse set of incentive tools in the case study.

Contact:

CITY OF AUSTIN, ECONOMIC GROWTH AND REDEVELOPMENT SERVICES OFFICE
Brian Gildea, Director
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AUSTIN CHAMBER OF COMMERCE
Dave Porter, Senior Vice President of Economic Development
512.322.5650



ALBUQUERQUE, NEW MEXICO

- Industry recruitment efforts are driven by the private economic development corporation Albuquerque Economic Development. Public jurisdiction administrative restrictions on travel and other recruiting expenses indicate a private corporation approach to avoid such restrictions. The City gets involved in the process when putting together incentive plans and working with the state.
- Targeted Industries include: Film industry, renewable energy, and high-tech manufacturing. Their advantages are driven by the presence of National Laboratories in Los Alamos, Air Force, Department of Defense, and other federal research investments. The cluster has generated many private spin-offs and vendors related to government programs. Federal funding is a huge part of driving the cluster. They have three Science and Tech campuses. Otherwise they promote livability and favorable utility/tax rates relative to what they see as major market competitors in Phoenix and Denver. The New Mexico Governor even has a discretionary fund to strategically disburse targeted incentives.
- Albuquerque landed Schott Solar in 2008 which took required 80 acres.
- Albuquerque does not have a mandate or program for land inventory because land supply is ample. Much of the recruiting efforts are driven in the direction of two master planned sites, Mesa del Sol and SunCal.
- According to Albuquerque Economic Development Inc. having a diversity of sites is exceedingly important. They find that firms will begin shopping areas based on workforce criteria and operating costs, and then move into site characteristics. At this stage in site selection they find that having the diversity to shop multiple sites with different characteristics will "keep them in the game" as opposed to looking elsewhere with similar workforce, cost, and livability criteria.
- Albuquerque competes primarily with Austin, Salt Lake, Phoenix, and Oregon on high-tech.

Contact:

CITY OF ALBUQUERQUE, ECONOMIC DEVELOPMENT DEPARTMENT
Chris Chavez, Business Development Manager
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ALBUQUERQUE ECONOMIC DEVELOPMENT INC.
Denis Houston, Director of Retention and Expansion
505.821.8218
Bob Walton, Vice President of Business Development
505.246.6207

RALEIGH, NORTH CAROLINA

- "Raleigh Economic Development" is a division of the Chamber of Commerce that partners with the local jurisdictions and Wake County. They are the economic development lead in the market in charge of recruiting. They are contracted through the city to allow for better use of private and public funding pools and for confidentiality. The City and State become involved in the later incentive process.
- Targeted Industries include: Photonics, IT communication equipment, advanced medical care, corporate headquarters, bio-tech, video gaming and entertainment, renewable energy, nonwoven textiles, defense, and aeronautical engineering.



- The Raleigh 2030 Plan adopted in 2009 outlines the need to resist the conversion of large employment sites into residential and other uses. It has targeted areas of growth and encourages the certification of sites through either the State or the County site certification programs. While the region has goals to encourage economic development in target industries, the land use system does not set mandates or requirements on the number of particular sites that need to be available. The availability of land in the region has allowed the market to supply multiple marketing options.
- The recruitment process for them begins when firms start with a large number of potential locations on the basis of workforce, livability, etc. and then start to look at operating cost advantages to narrow the list. After the list of geographies is narrowed down, site availability and characteristics are weighed. According to Raleigh, this is the critical point in the process where if site availability and selection is not available, recruitment potential is lost as firms keep moving through the candidates looking at incentives and comparing sites in other markets.
- Raleigh competes primarily with Austin, Tennessee Valley, Orlando, Charlotte, Richmond, and Atlanta but less so now than historically.

Contact:

RALEIGH ECONOMIC DEVELOPMENT
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COLORADO SPRINGS, COLORADO

- Economic Development is headed by the Colorado Springs Economic Development Corporation, a private non-profit contracted with the City. They cover a broad geographic area including the City of Pueblo. The city and state get involved in the incentive and development process.
- There are four primary industry targets in Colorado Springs: Aerospace/defense, IT and software, sports/health fitness/life sciences (includes medical devices), and renewable energy. They specifically target "primary employers" as defined by firms that export greater than 50% of their products or services.
- The catalyst for the community's workforce cluster is largely military and government-driven. Colorado Springs is proximate to many military bases and establishments, including NORAD. They have a number of local and state-level incentives at their disposal, including an enterprise zone and local performance-based funding based on job creation.
- However, they feel that they are not as competitive in incentives as New Mexico and Texas. Lower taxes are probably their biggest incentive. They are highly competitive for wind energy. Colorado Springs is preparing to make a major wind energy recruitment announcement.
- There is no regional policy that they are beholden to with respect to land inventory. The market adequately provides ample opportunities. For example, a number of years ago they were severely lacking adequate large sites with rail access and were losing some recruitment opportunities as a result. They went out into the market and started identifying sites and contacting land owners to meet that need. The process concluded with the assembly of a 500-acre subdividable parcel with strong location and rail service.



- Site marketability and options are essential. "You have to have the sites." It was noted that firms need to turn these sites around fast and moving dirt in six months. "The ability to offer a suitable site on a fast time frame is critical, without it you are not in the game."
- Land scarcity is not viewed to be an issue. They have an abundance of flat, prairie land to the east. They estimate they have the equivalent of roughly 35 50-to-100 acre sites, half of which are development ready/serviced. In addition, they have a number of large, vacant existing structures that they have found to be highly marketable for retrofits to renewable energy firms. Primarily, they have a vacated Intel Fab that can be delivered at a "fire sale" basis, which has gotten a lot of interest from solar firms recently.
- Primary markets they compete with are:
 - For high-tech and renewable energy, Albuquerque, Austin, Phoenix, and Oregon
 - For Corporate Headquarters, Denver, Austin, and Dallas
 - For Data Centers, Omaha, Kansas City, and San Antonio

Contact:

COLORADO SPRINGS ECONOMIC DEVELOPMENT CORP.
Dave White, Vice President of Marketing
719.471.8183 x2835

SEATTLE, WASHINGTON

- Enterprise Seattle is a private non-profit economic development corporation. They are the regional economic development council in charge of recruiting and economic development in Seattle/King County. They work with the City and County economic development groups to place firms and businesses and grow existing businesses and industries in the region.
- Primary Target Industries include: bio-tech, renewable energy, aerospace, computer software. However, they are recruiting more research-oriented firms and not necessarily manufacturers.
- There is no formal strategy in the management of large lot inventory. They actually focus very little of their efforts in recruiting outside industries. He estimates they concentrate 70% to 80% efforts on local business development. They work with commercial brokers to be aware of the inventory of sites available in the region.
- They perceive themselves as having serious disadvantage nationally because Washington has a constitutional mandate that limits ability to produce incentive packages for business recruitment. This has played into their "grow organically" strategy.
- The Seattle region has very few sites in the 50-100 acre range. Actually, a 50-100 acre site would be "near impossible." 20 to 30-acre sites are achievable in marketable numbers. They are not really competing for large industrial users because they do not have the sites. For Seattle it is not only site size limitation but cost as well. He says large manufacturing oriented users are not looking at Seattle because they could not find sites on a functional cost basis. They shop more rural locations with cheaper available land and more favorable utility rates. Hillsboro, Austin, and Albuquerque were specifically identified as such examples.
- Primary markets they compete with are:
 - For Bio-Tech: Chicago, Boston, New Jersey
 - For Renewable Energy: Austin, San Diego, San Francisco
 - Others: Portland, Las Vegas, Denver



Contact:

CITY OF SEATTLE, OFFICE OF ECONOMIC DEVELOPMENT
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ENTERPRISE SEATTLE
Steve Gerritson, Manager of Business Development
206.389.8656

Memo

Date: May 12, 2010

To: Metro Policy Advisory Committee (MPAC)

From: Commission Chair Lynn Peterson, JPACT Clackamas County Representative
Commissioner Charlotte Lehan, MPAC Clackamas County Representative
Councilor Jody Carson, MPAC Clackamas County Other Cities Representative
Councilor Donna Jordan, MPAC Clackamas County Largest City Alternate
Mayor Tim Knapp, City of Wilsonville

RE: 2009 Urban Growth Report (UGR): Feedback on MPAC
Employment Subcommittee Draft Recommendations

Is premise of large-lot industrial demand still accurate?

In discussing the 2009 Urban Growth Report (UGR) and MPAC Employment Subcommittee Draft Recommendations with area elected officials, we continue to hear a commonly asked question that goes to the root underpinnings of the report: ***Are the assumptions still valid that underlie the 2009 Urban Growth Report (UGR) that “identified demand for an additional 200 to 1,500 acres in large lot configurations...for traded-sector industrial uses”?***

We question this determination. The assumptions that the UGR is based upon were developed over two years ago and may be flawed; that is, the assumptions and base-line data were developed prior to the occurrence of the “Great Recession of 2008-10.”

The “Great Recession” has resulted in the three-county metro region losing over 50,000 jobs, or the equivalent of the past 10 years’ worth of job creation. This is a substantial loss in employment, and one that places our baseline of data back to the year 2000.

The “Great Recession” has produced a record-high vacancy amount of over 15.8 million square feet (SF) of industrial space in first quarter 2010; see CB Richard Ellis “MarketView, Portland, OR – Industrial,” First Quarter 2010 report. Many sub-market areas in the Portland region are running with 25% to 44% or more vacancy rates, and these statistics do not include additional speculative industrial space now under development.

Based on the current, annual absorption rate of 267,328 SF, it will take the market 59 years to absorb this amount of vacant industrial space. Even assuming that the ‘gang-buster’ years of the better part of the 2000s occurred again with a 3.0 million SF annual absorption rate, it would take the market over five years to absorb all of this vacant industrial space. It is probably more realistic to assume that market conditions improve gradually over time, such that an annualized 1.0–1.5 million SF absorption rate occurs, which still implies over 10–15 years for all of the vacant industrial space to be absorbed.

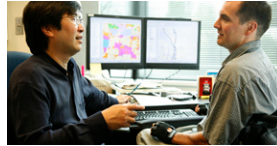
Taken together—extensive job losses and large amount of vacant industrial space—these major factors call into question projections for a near-term demand for 200-1,500 acres for large-lot industrial uses. We recommend that Metro goes back to the core assumptions and make new determinations that take into account today’s reality rather than yesterday’s optimistic projections.

###

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May 2010

Public comment report



2035

REGIONAL TRANSPORTATION PLAN

Public comment report

May 2010



Metro | *People places. Open spaces.*

Making the Greatest Place 2010 DECISIONS

In 2010, the Making the Greatest Place (MGP) initiative is focused on making the most of existing communities inside the UGB, creating sustainable jobs, and protecting farms, forest land and natural resource areas for future generations. Decisions and actions are focused on making progress toward the six regional outcomes adopted by MPAC, JPACT and the Metro Council:

VIBRANT COMMUNITIES
ECONOMIC PROSPERITY
SAFE AND RELIABLE TRANSPORTATION
ENVIRONMENTAL LEADERSHIP
CLEAN AIR AND WATER
EQUITY

Decision/Project	What	When	Who
Urban reserves designated	Provides opportunities for future jobs and housing in safe, vibrant and walkable neighborhoods that complement existing communities.	June 2010	Metro Council designates urban reserves.
Concept planning process	Early planning for potential UGB expansion areas to address governance, finance, and development issues. (Title 11)	June 2010	MPAC makes recommendation to Metro Council, Council adopts.
Rural reserves designated	Guarantees the protection of valuable farmland, forest land and natural areas for current and future generations to enjoy.	June 2010	The boards of commissioners of Clackamas, Multnomah, and Washington counties designate rural reserves.
Regional Transportation Plan - final adoption, which initiates local plan implementation	A blueprint and strategy for transportation investments that support a strong economy, sustain healthy communities and reduce greenhouse gas emissions.	June 2010	MPAC makes recommendations to JPACT and Metro Council; JPACT and Metro Council adopts.
20-year capacity ordinance	Identifies how the region will accommodate jobs and housing in the next 20 years.	COO release - Aug 2010 Final - December 2010	MPAC makes recommendations to Metro Council; Metro Council adopts.
Framework Plan & Functional Plans	Changes regional policy and implementation requirements. *Protect employment land (Title 4) *Focus development in centers and corridors (Title 6) *Maintain and increase housing capacity (Title 1) *Update 2040 Growth Concept map	December 2010	MPAC makes recommendations to Metro Council; Metro Council adopts.
Community investment strategy	Use regional investments to leverage development in downtowns, mainstreets, and employment areas.	Fall 2010	MPAC and JPACT make recommendations to Metro Council; Metro Council adopts.
Financial incentives, parking management, zoning updates, public investments	Targeted policies and investments that support shared local and regional aspirations.	Ongoing	Local jurisdictions and Metro.

Making the Greatest Place 2010 DECISIONS

Other ongoing MGP work

Decision/Project	What
Greenhouse gas scenarios	To meet statewide targets for reduction of greenhouse gas emissions, in partnership with local governments Metro will develop potential land use and transportation options to reduce vehicle emissions and create a healthy environment.
Regional indicators project	Develop a set of regional indicators that track the state of the region's people, economy and environment to coordinate efforts for a better future. Project partners include PSU, Metro, local governments, business and advocacy organizations.
Intertwine development and implementation	A network of integrated parks, trails and natural areas that provides unparalleled opportunities to preserve natural areas, open spaces, water and wildlife habitat.

